DOCUMENT RESUME

ED 331 922 UD 028 023

AUTHOR	Collins, Robert A.; Hanson, Marjorie K.
TITLE	School-Based Management/Shared Decision-Making Project 1987-88 through 1989-90. Summative Evaluation Report.
INSTITUTION	Dade County Public Schools, Miami, FL. Office of Educational Accountability.
PUB DATE	Jan 91
NOTE	106p.
PUB TYPE	Reports - Descriptive (141) -- Reports - Evaluative/Feasibility (142) -- Tests/Evaluation Instruments (160)
EDRS PRICE	MF01/PC05 Plus Postage.
DESCRIPTORS	*Administrator Attitudes; *Educational Innovation; Elementary Secondary Education; *Participative Decision Making; Pilot Projects; Principals; Program Descriptions; Questionnaires; *School Based Management; School Restructuring; *Teacher Attitudes; Urban Schools
IDENTIFIERS	*Dade County Public Schools FL

ABSTRACT

This two-part document reports on the summative, district-level evaluation of 33 Dade County (Florida) schools that participated in a 3-year pilot School-Based-Management/Shared Decision-Making (SBM/SDM) program, and describes the operation and impact of selected innovations operating in some of the schools. Evaluation information was drawn from teacher and principal surveys, educational indicators, and the findings of two earlier formative evaluations. The following highlights of the districtwide findings are included: (1) SBM teachers rated their school climate better than non-SBM teachers; (2) teacher expectations, estimations of the impact of the project, and favorable attitudes toward specific aspects of the project decreased over the 3 years; (3) most substantial support for teacher participation in decision-making was noted in the areas of curriculum development and student discipline; (4) teachers reported that "collegiality" was increasingly characteristic of SBM schools; (5) principals rated the efficiency/effectiveness of SDM as "moderate," and felt that the project had made their jobs more difficult; and (6) the suspension and dropout rates of SDM schools declined over the 3 years. The tentative impacts of the following selected innovations are discussed: (1) peer evaluation; (2) different roles for teachers; (3) block scheduling; (4) school-within-a-school; (5) teachers as advisers; and (6) the Berlitz approach to Spanish language instruction. Statistical data are presented in 49 tables and two graphs. Three survey questionnaires are appended. (FMW)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

DADE COUNTY PUBLIC SCHOOLS

ED331922

SUMMATIVE EVALUATION REPORT
SCHOOL-BASED MANAGEMENT/
SHARED DECISION-MAKING PROJECT
1987-88 THROUGH 1989-90

JANUARY 1991

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

☐ This document has been reproduced as received from the person or organization originating it.

☒ Minor changes have been made to improve reproduction quality.

- Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY
R. Turner
Dade County
TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

UD 028 023

OFFICE OF EDUCATIONAL ACCOUNTABILITY

BEST COPY AVAILABLE

Dade County Public Schools
Office of Educational Accountability
1444 Biscayne Boulevard
Miami, Florida 33132

SUMMATIVE EVALUATION REPORT SCHOOL-BASED MANAGEMENT/ SHARED DECISION-MAKING PROJECT 1987-88 THROUGH 1989-90

JANUARY 1991

Principal Evaluators/Authors:

Robert A. Collins, Ph.D, Project-wide Findings

Marjorie K. Hanson, Ph.D, Evaluation of Selected Innovations

THE SCHOOL BOARD OF DADE COUNTY, FLORIDA

Mr. William H. Turner, Chairperson
Ms. Janet R. McAliley, Vice Chairperson
Mr. G. Holmes Braddock
Dr. Rosa Castro Feinberg
Ms. Betsy Kaplan
Dr. Michael Krop
Mr. Robert Renick

Mr. Octavio Visiedo
Superintendent of Schools

Acknowledgements

The authors of this report would like to acknowledge the contributions of the following Office of Educational Accountability evaluators:

for her evaluation of the Berlitz Pilot Program,

Dr. Sylvia H. Rothfarb

for their provision of technical assistance to the Pilot I SBM schools,

Dr. Joseph J. Gomez
Norman L. Proller
Dr. Ivan Danger
Sanjie H. Sanjurjo
Marianne Strusinski

Executive Summary

The document which follows is a two-part report: (1) a summative, district-level evaluation of the first (Pilot I) group of 33 schools to embark on Dade's innovative School-Based Management/Shared Decision-Making (SBM/SDM) project and (2) a study which describes the operation and impact of selected innovations operating within some of these schools (Peer Evaluation, Different Roles for Teachers, Block Scheduling, School-Within-a-School, Teachers as Advisors, and the Berlitz approach to Spanish language instruction). Each of the two parts contains information relative to the three years of Pilot I operation. The purpose of this executive summary is to "tie together" the findings of these two parts, to report on findings obtained through other evaluation activities (most notably, the administrative review process which was conducted at each of the 33 Pilot I schools, and which culminated in the production of "individual school" reports), and to provide an all-embracing perspective from which results and conclusions of these evaluations may be viewed.

Background

In the Spring of 1987, staff from the DCPS Office of Educational Accountability (OEA), together with representatives of other relevant DCPS offices and the United Teachers of Dade (UTD), met to discuss and develop a plan for the evaluation of the SBM/SDM project. At that time, proposals were being solicited from schools interested in becoming involved with SBM/SDM. Eventually, the proposals of 33 schools (subsequently referred to as the "Pilot I" schools) were accepted. Each school's proposal followed a format which required a description of its Shared Decision-Making body and the operation and objectives of each of its innovations. Intrinsic to the project was the possibility of asking for waivers from existing Board rules, UTD contract provisions, or State DOE regulations. In proposing their broad array of innovations, the Pilot I schools collectively applied for almost 100 such waivers. For these schools, planning activities commenced late in the 1986-87 year with initial project implementation beginning in the fall of the 1987-88 year.

The evaluation plan which was adopted called for a three year study of the Pilot I schools. The first two years (1987-88 and 1988-89) were to focus on "process" variables; i.e., were to describe how SBM "worked" as well as some preliminary attitudes of important "players" (teachers and principals) toward various aspects of the project. The third year of the evaluation was to continue documentation of these "process" variables as well as to assess the impact of the project on a wide variety of other possible indicators (school climate, student attendance/achievement, staff attendance/professional development, etc.) The evaluation was also initially structured to take place at two levels. The first (district) level conceived of the project as an intact entity and aggregated identical data for all schools so as to enable a "project level" statement regarding operation and impact. Two reports documenting this level of the study were previously released (10/88 and 2/90). The third and final report dealing with this level is contained within this volume. The second level involved the performance of "administrative reviews" by each of the 33 schools in Pilot I, with technical assistance provided by OEA staff. Two reports, each consisting of a collection of individual school administrative reviews and an OEA-prepared overview of selected issues, were previously released (12/88 and 7/90). During the second year of the study, a third level of the evaluation was undertaken. This level involved the description and assessment of impact of a number of innovations considered of primary importance by the Bureau of Professionalization. These innovations, which included Peer Evaluation, Different Roles for Teachers, Block Scheduling, School-Within-a-School, Teachers as Advisors, and the Berlitz approach to Spanish language instruction, were "common" to one or more schools; but not all 33 in any case. A report dealing with this level of the study is contained within this volume.

BEST COPY AVAILABLE

Caveats and Qualifications

Prior to overviewing the results which are presented below, the following points should be taken into account:

- Although much of the data presented deals with "project impact" on a wide variety of "hard" indicators (including student achievement), it should be noted that the primary thrust of the SBM/SDM project was, and is, the Professionalization of Teaching; i.e., the involvement of teachers in critical decision-making processes at the individual school level; and the collaborative definition of goals and objectives at and for the individual school. There is substantial evidence that this involvement has taken place. The results dealing with "impact" should be viewed from this perspective.

- Student achievement on standardized tests is reported as one of the "multiple indicators" of project impact. This was done because many educators see achievement on such measures as the hallmark of effective education. It should be noted, however, that the research literature related to SBM and other types of restructuring is replete with references to the notion that the impact of many of the innovations which are installed is not adequately assessed by standardized achievement tests. It would behoove anyone involved in the assessment or management of such innovative programs to encourage and monitor the development of assessment techniques more attuned to these sorts of innovations and, when available, apply them to their assessment.

- The second report included in this volume deals with a subset of the Pilot I schools (different schools - in some cases as few as one or two - depending on the specific innovations under study). The first (summative) report deals with all 33 schools. What may appear, in some cases, to be conflict between results noted in these two reports is due to this difference in focus.

- The turnover in principals among Pilot I schools over the three year period of the study was substantial. In only 10 of the 33 cases did the same principal remain at a Pilot I school for all three years. As a consequence, changes in responses to the Principal's Survey (reported below) over the three year period may not reflect changing views of the same principal, but rather views of principals new to the project in years two and three.

Taking the above into account, the following results are presented. The first two sections deal with results from the two reports which make up this volume; other sections deal with results from other reports; primarily those which were generated by individual schools as part of the "administrative review" process.

Part 1: Project-Wide Findings

For this report, data were collected via: 1) a Teachers' Spring Survey to assess teachers' awareness of and attitudes/expectations related to the project as well as the nature and extent of their participation, 2) a Principal's Survey to enable participating principals to express their views vis-a-vis various aspects of the project, and 3) the Purdue Teacher Opinionnaire to assess general school climate along "program relevant" dimensions. The Purdue assesses "school climate" along 10 dimensions (teacher rapport with principal, satisfaction with teaching, rapport among teachers, teacher salary, teacher load, curriculum issues, teacher status, community support of education, school facilities/services, and community pressures). In addition, data of potential interest to the question of "project impact" was abstracted from computer files and other documentation. These data included Stanford and State Student Assessment test scores, student and teacher attendance, student disciplinary referrals, student drop-out rates and Professional Incentive Program (PIP) and graduate degree acquisition figures for teachers.

Following, are brief highlights of the results of this evaluation:

Purdue (School Climate) Results

- SBM scores are higher than non-SBM scores for more than half of the 10 factors assessed.
- SBM Teacher Status scores increased from the beginning to the end of the pilot.
- In secondary schools, Teacher Status was higher for SBM schools than non-SBM schools; Rapport with Principal was lower for SBM schools than non-SBM schools.

Teacher Survey Results

- Current expectations (vis-a-vis accomplishment of project objectives) were still fairly high, but somewhat reduced from the initial years of the project.
- A "substantial" proportion of school activities were seen as affected by the project; somewhat of a reduction in those so responding was noted over the three-year period.
- Attitudes toward specific aspects of project operation and impact were still favorable, but less so than in previous years.
- Most substantial support for teacher participation in decision-making was noted in areas of curriculum development and student discipline/activities--substantially less support was noted for involvement in other areas.
- "Collegiality" was seen as increasingly characteristic of SBM schools; "autocracy" was perceived as less characteristic.
- Teachers reported moderate, but declining, participation in a number of "non-traditional" roles related to school operations.
- Teachers reported moderate, but declining, awareness of most project features.

Principal Survey Results

- "Moderate" involvement of teaching staff was reported in a wide variety of activities; a drop in intensity of involvement was noted over the period of the pilot.
- The efficiency/effectiveness of SDM as an approach to various tasks was rated at least "moderate" (the approach was seen as more effective than efficient for most of the project's period).
- The project was reported as having encouraged wider staff participation.
- A majority of the principals felt that the project had made their job more difficult.

BEST COPY AVAILABLE

- A preference was expressed for the initial reporting arrangement (reporting to the Bureau of Education through the Office of School-Based Management) rather than the second year's (reporting to the Bureau of Professionalization through the Office of School-Based Management) or that of the third year (reporting to Regional Offices).

- Inservice was still needed in "moving from ideas to workable products" and "obtaining feedback to assess the worth of an innovation."

Project Impact on Other Indicators

- Stanford scores showed no significant change over the period of the pilot.

- State Student Assessment Test scores showed no significant change over the period of the pilot.

- SBM student attendance figures were somewhat superior to those for other DCPS schools at the start of the pilot; this was also the case at the end; no increase in advantage was noted.

- Suspension percentages were significantly lower for SBM middle and senior high schools at the end of the project than for all DCPS schools at those grade levels.

- The drop-out percentage for grades 10-12 in SBM schools declined over the three year project period, relative to the DCPS rate.

- No clear-cut differences in percentages of teachers holding PIP credit and/or graduate degrees were found between SBM and non-SBM schools.

- No notable differences were found in staff attendance figures between SBM schools and non-SBM schools.

- No substantial differences were noted between SBM and non-SBM School Report Card results.

The selection of the previous indicators for purposes of impact determination should, in no way, imply that the improvement of these indices was the major thrust of the project. In reviewing early project documentation, including statements of purpose and the various details which were distributed to schools as part of the solicitation of proposals from them, no explicit mention of enhancing these indicators, as the primary focus of the project, can be found. In terms of the major thrust of the project, the involvement of teachers in decision-making toward the end of making the profession more attractive, there is substantial evidence to say that the project has succeeded. Teachers are involved in decision-making experiences in school cadres; "teacher status" has improved; and there is evidence that school environment is perceived as being more collegial and less autocratic. All of this is not to say that there is no room for improvement in the project. There is evidence that SBM is losing its "unique visibility" within schools, as a myriad of other innovations are superimposed over SBM school programming. Principals report that there is still substantial need for inservice in the area of converting ideas into workable products or processes and that the role of the principal in SBM schools is increasingly "difficult." There is also strong encouragement for the idea that any reporting arrangement needs to incorporate a sensitivity to the substantive needs of these schools as well as their "self-governing" status.

In light of the above, the following recommendations are offered:

1. The SBM organizational/reporting structure should be reviewed toward the end of insuring that support/assistance needed by these schools is adequately provided.

2. Scores on indicators, such as used in this evaluation, should continue to be tracked and reported. The possibility of acquiring data on indicators more reflective of the unique nature of SBM innovations should be explored.

3. Inservice for school staff should continue to be made available including: (1) the translation of ideas to workable products/processes and (2) the provision of feedback regarding the successes and failures of project undertakings.

4. Issues germane to the Shared Decision-Making process should continue to be defined and examined toward the end of isolating those structures and practices which appear to be most effective. Networking should continue to be encouraged in both the acquisition and dissemination of this information.

Part 2: Evaluation of Selected Innovations

Focus:

This report is an evaluation of selected innovations--Peer Evaluation, Different Roles for Teachers, Block Scheduling, School-Within-a-School, Teachers as Advisors, and the Berlitz approach to Spanish language instruction--implemented by some of the Pilot I School-Based Management/Shared Decision-Making (SBM/SDM) schools. It covers the three years of Pilot I, from 1987-88 through 1989-90.

Schools were included in this evaluation if they initiated an innovation during the first year of Pilot I (1987-88), thus allowing them to have three full years for implementation. Information for the evaluation was collected from individual school administrative reviews, school records, surveys and interviews administered by the Office of Educational Accountability (OEA), and district data bases. Although many staffs modified their original innovations in subsequent years, over 90% of innovations initiated during 1987-88 remained in place at the end of 1989-90.

Operation:

Flexibility of Schools. School personnel exercised the flexibility afforded under SBM/SDM by implementing varying interpretations of the five innovations. Most changes implemented under the increased flexibility were conservative in terms of fundamental change to the school program, and more radical changes were moderated over the years. The more radical changes that survived were those supported by central office efforts toward conversion of junior highs to middle school status, as well as by SBM/SDM.

Involvement of Staff. School-level personnel exercised the decision-making power afforded them under SBM/SDM in selecting these innovations. They used the increased decision-making power to increase their participation in management functions at their schools, and teachers involved themselves in administrative tasks, such as discipline and hiring (Different Roles for Teachers), scheduling (Block Scheduling and School-Within-a-School), and evaluation (Peer Evaluation). Teachers involved themselves less frequently in instructional issues such as curriculum (some Block Scheduling and School-Within-a-School) and instructional support (some Peer Evaluation).

Impact:

Even after three years of implementation, estimates of the impact of these innovations must be tentative. Since other Dade County schools are implementing similar innovations, the unique impact of innovations at Pilot I schools can only be estimated. Distinguishing

BEST COPY AVAILABLE

SBM/SDM schools from others is particularly difficult for middle schools where variations of school-within-a-school and teachers as advisors programs are being implemented according to a district-wide schedule. The following are summary statements about implementation and initial impact of these six innovations under SBM/SDM:

Peer Evaluation. In elementary peer evaluation schools, rapport among teachers and student achievement, as measured by SSAT and Stanford scores, improved relative to other Dade County schools over the three years of the project. In secondary peer evaluation schools, rapport among teachers improved relative to other Dade County schools. Nine Pilot I schools implemented some form of peer evaluation during 1987-88, seven continued through 1988-89, and one returned to make a total of eight in 1989-90. In most of these schools, TADS-trained teachers conducted formal classroom observations, whereas in two schools, TADS-trained teachers took on less formal roles. In the schools where teachers conducted formal evaluations, over one-half of the teachers had been affected by the innovation by the end of 1989-90.

Different Roles for Teachers. Schools implementing different roles for teachers were higher than other Dade County schools in the proportion of teachers with advanced degrees or PIP for one or two years of the project, but the advantage disappeared by 1989-90. Eleven schools implemented different roles for teachers during 1987-88 and ten continued through 1989-90. This innovation involved teachers participating in duties such as discipline, hiring, and team leadership, not traditionally associated with teacher roles.

Block Scheduling. Staff at schools participating in block scheduling exhibited more satisfaction with curriculum issues than staff at SBM/SDM schools as a whole at the end of 1989-90. Students at these schools also had slightly higher achievement as measured by SSAT in 1988-89, but no advantage on the Stanford in 1990. Nine elementary schools implemented some form of block scheduling during 1987-88 and all continued through 1989-90. At most of the schools this innovation took on a variety of creative forms designed to set aside larger blocks of uninterrupted time for basic skills instruction.

School-Within-a-School. Senior high schools with school-within-a-school programs did slightly better than SBM/SDM schools as a whole in student achievement as measured by the SSAT. Middle schools with this innovation did not show any advantage over SBM/SDM schools as a whole. Three middle schools and two senior high schools proposed and implemented some form of School-Within-a-School during 1987-88. One middle school implemented a radically partitioned structure during the first year, whereas the other two approached school-wide implementation more gradually. Each of the three middle schools has continued the innovations, making revisions as needed. The senior high schools implemented discrete "schools" for at-risk students within their schools. Both senior highs reverted to less segregated programs for their at-risk students in 1988-89 and 1989-90.

Teachers as Advisors. Middle schools implementing teachers as advisors programs decreased the proportion of students with outdoor suspensions to a rate comparable to the DCPS rate for middle schools. Prior to the outset of SBM/SDM, these schools had a higher outdoor suspension rate than either SBM/SDM schools as a whole or DCPS. Six secondary schools implemented teachers as advisors programs in 1987-88 and all of them continued the program through 1989-90. Four of the programs were school-wide, involving daily teacher contact with all advisees; the other two were smaller programs.

Spanish Language Instruction (Berlitz Pilot Program). The Berlitz Pilot Program, a Spanish as a Second Language (SL) instruction innovation, did not seem to affect students' Spanish oral proficiency or their attitude toward learning Spanish more than the district SL program. Pilot parents and teachers perceived their program slightly more favorably than parents and teachers at the comparison school. Parents at both schools rated the importance of being able to speak Spanish in Miami very highly. One elementary school implemented the Berlitz Program in 1987-88 and continued through 1989-90. The program was contracted with Berlitz Language Centers, a private business firm, for the teaching of conversational Spanish.

In light of the foregoing, the following recommendations are offered:

Recommendation One. Future evaluation of school-within-a-school in middle schools and teachers as advisors programs should consider schools that made radical changes separately from those that took a more conservative or gradual approach. Four out of the nine SBM/SDM schools proposing these programs, which seem to involve radical changes, implemented them conservatively.

Recommendation Two. The district should provide a pool of promising SBM/SDM innovations, for which the district is capable of providing sufficient training and other support, from which schools can select those that they wish to implement. School staff seem to respond to the flexibility that choice of innovations allows them. However, innovations such as peer evaluation and block scheduling appear more instructionally effective than others. Also, innovations such as peer evaluation and teachers as advisors require more district support in the form of training and materials development.

Other Reports and Findings:

An important aspect of the three year "Pilot I" evaluation was the involvement of individual schools in a "self-evaluation" process. This process culminated in the production of "administrative reviews;" produced yearly by each of the 33 schools. OEA staff provided technical assistance to schools on an individual basis to facilitate this undertaking. Three primary benefits were noted:

1. the process encouraged individual schools to more precisely define the activities and objectives underlying their SBM/SDM projects.
2. the evaluation process and associated "outlook" became "institutionalized" within the Pilot I schools.
3. the administrative reviews provided valuable information which was shared via networking; common problems and workable solutions were defined and disseminated.

In both years (1987-88 and 1988-89) for which reports were produced, OEA abstracted information from individual school reports dealing with a number of general issues. The following information was abstracted from the first year's reports:

1. The majority of schools fully represented most conceivable constituencies in their SDM organization make-up (teachers and administrators; and to a lesser extent, non-instructional personnel, parents, and students).
2. Most of the SDM configurations involved the formation of a central decision-making body, receiving input from a number of committees organized in terms of grade level or "interest area."
3. The generation of ideas for discussion or decision-making was generally a "bottom-up" process, with constituents raising ideas for discussion in committees or quality circles and deciding whether or not to bring these issues to the central decision-making bodies.

BEST COPY AVAILABLE

4. Decisions of these bodies were usually based on a majority vote, with specific mention made of a "principal veto" in a relatively small number of cases.

5. The most frequently mentioned "needs" noted were workshops to enhance staff skills needed for SDM to work, the enhancement of communication regarding the SDM process to all parties within the schools, and the need to "reach out" to relatively uninvolved parties within the schools.

6. At the elementary level, the most "popular" programmatic innovations were those dealing with organizational/scheduling changes, followed by those dealing with Bilingual Education, basic skills, and community involvement. At the secondary level, the most popular were those dealing with organizational/scheduling modifications and those dealing with staff selection and support.

The following information was abstracted from the second year's reports:

1. Changes (from first to second year) in Shared Decision-Making generally involved broader representation on cadres, less complicated structures, more sophisticated procedures for setting priorities, more efficient procedures, and a larger number of formal channels for two-way communication.

2. At both elementary and secondary levels, about twice as many innovations were reported to be working especially well as were reported to be not working. Lack of resources was the predominant reason given for innovations not working.

3. Continued training needs in the areas of shared decision-making and group process were reported by almost half of the Pilot I schools.

4. In order to enhance participation in SBM/SDM, schools reported providing workshops and retreats for all staff, revising their shared decision-making structure to include more participants, and modifying shared decision-making operations to provide more access.

5. Advice offered to schools new to SBM/SDM recommended patience and simplicity, continual learning, commitment, and planning.

Of additional interest, one of the OEA staff (Dr. Joseph Gomez) instrumental in providing technical assistance to Pilot I schools, published an article in the American School Board Journal (10/89) explicating what he (and others involved in the process) observed to be "common problems and common solutions" in the implementation of SBM/SDM during the first year. The "common problems" included: (1) unrealistic expectations (undertaking too many projects and procedural changes at one time); (2) provincial perspectives (a lack of preparation to deal with "whole school" rather than "classroom-level" problems); (3) difficulties assuming new (administrative/technical) roles; (4) problems conducting (productive) meetings; (5) increased workload; (6) burnout; (7) feuding; (8) pressure on the principal (accountability without authority); and (9) problems of size (organizational complexity intrinsic to large schools).

In sum, the evaluation of the Pilot I SBM/SDM project, as well as OEA's continued involvement in the support of accountability for subsequent pilots and other DCPS restructuring, has proven a challenging, but rewarding experience. Extensive participation in this effort has given us both a broad and clear perspective of the magnitude of freedom and support given toward the end of the project's success. Many creative attempts at resource reallocation were noted among SBM schools--yet there is a feeling that this may not be enough. *Additional* resources (including time) may be necessary for the promise of SBM to be fully realized. The support received through in-service specifically targeted at SBM has been substantial. Over 4,000 "teacher-inservices" have been provided in a multi-faceted Teacher Education Center attempt to fulfill this need; yet additional inservice is always on the list of "needs" provided by both teachers and principals. Perhaps this is so because of the "burnout" that seems intrinsic to active participation in the SDM process, and the subsequent likelihood that each year "new faces," in need of additional training, shoulder the responsibilities of Shared Decision-Making.

BEST COPY AVAILABLE

PART 1: PROJECT-WIDE FINDINGS

BEST COPY AVAILABLE

TABLE OF CONTENTS

INTRODUCTION 1

DESCRIPTION OF YEAR 3 EVALUATION 2

RESULTS 4

- Teacher Survey 4
- Purdue Teacher Opinionaire 15
- Principal Survey 18
- Impact of SBM on Relevant Indicators 25
- Impact of SBM on School Report Card Results 30

SUMMARY AND RECOMMENDATIONS 31

APPENDICES

Appendix A: Teachers' Spring Survey
Appendix B: Purdue Teacher Opinionnaire
Appendix C: Principals' Survey

Introduction

The report which follows describes, from a project-wide perspective, findings descriptive of both project activities and project impact, relative to the first (Pilot I) group of schools to be involved in Dade's School-Based Management/Shared Decision-Making (SBM/SDM) project. It is intended to be a summative report, encompassing data from the first two "interim" reports (10/88 and 2/90) as well as similiar data which had been collected for the third project year (1989-90). Additionally, data from a variety of sources which could be considered to document "project impact" have been incorporated.

The evaluation was planned as a three-year-undertaking; the first two years (1987-88 and 1988-89) focussing on describing the initial implementation of the project and the last year (1989-90) focussing on the impact of Shared-Decision Making and the various other innovative undertakings of the project. For each of the three years, the evaluation was to be conducted at two levels: (1) a global assessment of the project as an intact entity and (2) "administrative reviews" performed by individual schools (with support from OPE staff) focussing on the "school-unique" features of the various school projects. As was the case with the first set of reports, an "external review" of the evaluation process and report has been conducted by a contracted, "outside DCPS," consultant. The intent of this is to provide assessment of the evaluation's design, at the inception of each year's study, and the "validity" of the evaluation's findings, given data collected.

Description of Year 3 Evaluation

In many ways, activities for this "Year 3" evaluation paralleled those of the previous two years. Starting with the beginning of the 1989-90 school year, teams of OEA evaluators began to assist individual Pilot I schools in the preparation of their "Year 3" administrative reviews. Following the "summative" theme of this year's evaluation, these schools followed an OEA-prepared "suggested outline", oriented toward three year retrospectives descriptive of the Shared Decision Making processes and the innovations that had been attempted. Given the "impact" theme of the third year's study, schools were also encouraged to define and implement measures of impact of both the SDM process and the other innovations which had been implemented as part of the Pilot I project. As in the two previous years, teacher surveys and Purdue Teacher Opinionnaires were administered in the Spring of the year. Finally, as had been the case in the two previous years, a Principal's Survey was administered to all 33 Pilot principals.

A number of activities were undertaken which were unique to the third and final year of this pilot's evaluation. Data of potential interest to the question of "project impact" were abstracted from computer files and other documentation. The data included Stanford and State Student Assessment Test scores, student and teacher attendance figures, student disciplinary referrals, teacher professional development indices (a combination of PIP and graduate degree acquisition figures) and student drop-out percentages. Finally, in response to the Bureau of Professionalization's interest in documenting and assessing the impact of a number of "innovation clusters" of particular interest; evaluation activities specifically focused on that expressed need were undertaken. Schools with the specific innovations were identified; visitations undertaken to obtain data from records and school staff; information from previous (school-level) SBM administrative reviews was abstracted, and a report prepared. The specific innovations of interest included Peer Evaluation, Different Teacher Roles, School-Within-A School structures, Block Scheduling, Teachers as Advisors, and the Berlitz approach to Spanish language instruction).

Parts of this section which follow describe in more detail the various instruments used to obtain information from teachers and principals of participating Pilot I schools.

Teacher's Spring Survey

In late May of 1990, a survey of all "full time instructional personnel" in the 33 project schools was conducted to assess their awareness and understanding of the project, their current attitudes and expectations, and the nature and extent of their participation in school-level project activities. Additionally, this survey also included a number of items to assess teacher attitudes regarding the project from an "end-of-year" perspective. These items assessed such factors as the school's shared decision making body and the initial impact of the project. A questionnaire covering the same general areas had been administered in the Spring of the previous two years so as to allow a comparison of reactions to similar items over the span of the project. (see Appendix A)

Purdue Teacher Opinionnaire

The Purdue Teacher Opinionnaire (see Appendix B) is a standardized, 100 item instrument which assesses teacher attitudes along 10 dimensions, or factors, which were felt to be sensitive to the innovations which were being implemented as part of the SBM/SDM project. Whereas the teachers' surveys were used to assess respondents' "project-specific" knowledge and attitudes, the Purdue was used to assess the general "climate" of the project schools. The Purdue was administered during the first year of the project (1987-88) as well as in May of 1989 and May of 1990 to establish an indication, over time, of the extent to which the project experience impacted those factors assessed by the instrument, which included the following:

1. teacher rapport
2. satisfaction with teaching
3. rapport among teachers
4. teacher salary
5. teacher load
6. teacher status
7. community support of education
8. school facilities and services
9. curriculum pressures
10. curriculum issues

Principal's Survey

A Principal's Survey (see Appendix C) was distributed to all project school principals in May 1990. The intent of this survey was to enable principals to express their views regarding the inherent efficiency and effectiveness of the Shared Decision Making concept, their perceptions of school staff orientation toward the project, and their feelings regarding the "helpfulness" of the various "reporting" arrangements which had been in force during the life of the pilot. A survey covering the same general areas was also administered in May of 1988 and May of 1989.

Results

Teacher Survey

As previously indicated, surveys to assess project-specific activities and the extent/nature of participation in the project were distributed in May of 1990 (as well as on three previous occasions). Over 900 teachers responded to the 1990 survey.

In these surveys, questions were asked to determine the extent to which teachers were aware of certain specifics of their SBM project (objectives, specific activities, and scope). Results of this inquiry are displayed in Table I.

Table I

Teachers' Level of Awareness of SBM Project Features

rating scale

4 - very aware
3 - moderately aware
2 - slightly aware
1 - not aware

	mean numeric ratings			
	Fall 1987	Spring 1988	Spring 1989	Spring 1990
project objectives	3.46	3.47	3.30	3.05
project activities	3.24	3.23	3.24	3.04
project scope	3.23	3.24	3.17	2.87

As indicated, ratings on all four occasions are fairly high, indicating at least "moderate" awareness of two out of three of the projects features (objectives and activities). However, when 1990 results are compared with those from the previous year, a decrease in mean ratings for all project features can be noted. This apparent reduction in awareness translates into 9% fewer respondents (on the average) being very or moderately aware of project features.

Provisions were made in the surveys to assess the extent to which teachers were involved in various types of activity. The general activities listed in the surveys described a continuum of activity "levels"; extending from those which are usually viewed as prerogatives of management, down through those which would be considered "classic" (i.e., before SBM) levels of participation for teaching staff. Results for the Fall 1987, May 1988, May 1989, and May 1990 surveys are provided in Table II.

As indicated in Table II, numeric ratings (for all administrations of the survey and for all activities) average at least 3.0 (with the exception of "provision of input re: curriculum/instruction" in May of 1990), indicating that the average respondent is at least "somewhat involved" in most of the activities listed. An appreciable drop in the ratings from Spring of 1989 to Spring of 1990 is noted, however. This drop translates into (an average of) 7% fewer respondents indicating that they were "moderately or substantially" involved in the array of participations listed in the table. The percentage (across all activities) indicating that they were "not involved" averaged 11%; roughly comparable to last year's findings.

Table II

Extent and Level of Participation in SBM/SDM by Responding Teachers

rating scale

5 - substantially involved
4 - moderately involved
3 - somewhat involved
2 - slightly involved
1 - not involved

mean numeric ratings

	Fall 1987	Spring 1988	Spring 1989	Spring 1990
making decisions re: curriculum and instruction	3.04	3.21	3.20	3.06
providing input to decision makers re: curriculum/instructional	3.19	3.27	3.25	2.98
implementing decisions made by others	3.61	3.62	3.66	3.40
providing feedback re: impact of innovations	3.24	3.33	3.29	3.06

Two items were included in the survey to assess the "within school" pervasiveness of the SBM/SDM project and the extent to which project implementation had resulted in operational changes since the initiation of the project in the Fall of 1987. Table III illustrates the findings related to the latter point.

Table III

Extent of Change from Previous Practices Made by SBM/SDM

rating scale

3 - considerable change
2 - somewhat of a change
1 - virtually no change

mean numeric ratings

Aspect Changed	Fall 1987	Spring 1988	Spring 1989	Spring 1990
Shared Decision-Making	2.22	2.29	2.36	2.22
Curriculum/Operations	2.01	1.99	2.01	1.92

As noted, in the Spring of 1990, the "average" respondent indicated that shared decision-making constituted at least "somewhat of a change" over previous practices. The mean rating received by "curriculum/operations" was somewhat lower. Expressed in terms of percentages, 40% of respondents in 1990 felt that SDM constituted a "considerable change" over previous practices; only 22% held similar notions about the curriculum/operations changes that had taken place. On all four occasions for which the survey information was gathered, the SDM aspect of the project was considered to be a somewhat more substantial departure from past practices than were the various other innovations installed.

Results related to the issue of "pervasiveness" are illustrated in Table IV, below.

Table IV

Reported Pervasiveness of SBM/SDM in Respondents' Schools

	% responding			
	Fall 1987	Spring 1988	Spring 1989	Spring 1990
virtually all aspects of "school life" affected.	30.1%	26.3%	28.7%	24.2%
a substantial proportion of activities affected	40.3%	45.1%	46.2%	39.7%
relatively few/isolated areas affected	20.8%	21.7%	19.3%	24.3%
virtually no effect	8.7%	6.9%	5.8%	11.6%

As indicated, there is some reduction in perceived pervasiveness from the Spring of 1989 to the Spring of 1990. However, in that case, as well as in the case of all previous survey administrations, the majority view is that at least a "substantial" proportion of school activities were affected by the project.

Expectations (and retrospective views) regarding the accomplishment of stated project objectives were assessed by the addition of relevant items in the survey. Table V, illustrates the results for all four occasions of the survey's administration.

Table V

Expectations and Retrospective Views Regarding Objective Accomplishment

Will (has) project substantially impact(ed) its objectives?	% responding Fall 1987	Spring 1988	Spring 1989	Spring 1990
yes, totally	15.4%	12.0%	10.6%	8.5%
yes, in most areas targeted	44.1%	42.1%	44.6%	34.2%
yes, in about half the areas	12.6%	14.6%	15.3%	16.1%
yes, but only in a few areas	15.3%	20.2%	19.0%	23.4%
no, not at all	5.9%	7.1%	5.8%	10.4%
not sufficiently aware to comment	6.7%	8.1%	4.7%	7.4%

Changes were noted from Spring (1989) to Spring (1990), in the direction of more negative expectations (13% fewer respondents felt that the project would impact its objectives "totally" or "in most areas" targeted). The percentage indicating that they were not sufficiently aware of the details of the project to respond increased from 4.7% to 7.4%.

A number of items which had been previously included in a 1986 "Professionalization" Survey of DCPS teachers were included to "track" changes in SBM/SDM schools from the time of that study. These items included descriptions/assessments of (1) present as opposed to ideal teaching situations, (2) teachers' assessments of their specific job as well as their school, (3) definition of the most important potential improvements, (4) a "grading" of the respondent's particular school, the district schools, and public schools in the nation, and (5) an assessment of the principal along a number of dimensions. Table VI, below, illustrates responses to the first issue.

Table VI

Present as Compared to Ideal Teaching Situations

% responding

Which of the following best describes your current and ideal teaching situation?	Fall 1987 Ideal	Fall 1987 Current	Spring 1988 Ideal	Spring 1988 Current	Spring 1989 Ideal	Spring 1989 Current	Spring 1990 Ideal	Spring 1990 Current
--free to teach without interference.	35.7%	28.4%	33.7%	40.7%	31.9%	33.8%	31.1%	39.4%
--part of a group of competent teachers who work together.	33.7%	42.0%	38.5%	45.6%	38.1%	48.6%	36.4%	47.1%
--part of a school organization; goals spelled out by principal	30.5%	29.5%	27.8%	13.6%	30.0%	18.0%	32.5%	13.4%

This item describes three types of school "environment"--one in which teachers act in relative isolation as independent professionals, the second in which collegial interaction predominates, and the third in which the principal "calls the shots" and provides feedback, relatively unilaterally. Plainly, the second approach is more akin to what is being attempted by SBM/SDM.

As previously noted (9/88), a comparison between Fall 1987 and Spring 1988 showed a substantial decrease in the percentage of teachers who described their "present" situations as being a "part of a school organization, with goals spelled out by the principal," with greater percentages indicating that they were "free to teach without interference" or "part of a group of competent teachers who work together"--a shift which would seem to correlate with that expected of a move to School-Based Management. For Spring 1989, the collegial "ideal" (teachers working together) was selected by an even greater percentage of teachers (as was the idea of being part of a school organization). The response that "teachers were free to teach without interference" became less prevalent. Finally, and in summation, viewed from the perspective of Spring 1990 results, and using those of Fall 1987 as a baseline, "teaching without interference" appears to have gained the most (10.9%), followed by "collegiality" (5.1%). The "autocratic" situation seems to have diminished substantially (16.1%). In part, overall "gains" and "losses" seem congruent with what one would expect of a move to School-Based Management.

As noted, teachers were asked to "grade" their schools, schools in the community, and public schools in the nation. Table VII, below, displays the average "grades" given by responding teachers.

Table VII

Average Grade Ratings Assigned to Schools; Individually,
Across the Community, and Across the Nation

grade point scale

A = 1
B = 2
C = 3
D = 4
E = 5

Your School				**Schools in Community**				**Public Schools in Nation**			
Fall 1987	Spring 1988	Spring 1989	Spring 1990	Fall 1987	Spring 1988	Spring 1989	Spring 1990	Fall 1987	Spring 1988	Spring 1989	Spring 1990
2.08	2.16	2.15	2.31	2.45	2.51	2.49	2.56	2.66	2.72	2.79	2.78

As indicated, only slight differences can be noted between any of the averages. Highest rated (lowest numerical averages) are for the individual schools of the respondents.

Teachers were asked to choose the most important potential improvement from a list of 8 items. The thought behind incorporating this item in the survey was that, over time and given positive program impact in terms of satisfying specific needs, the percentages of teachers selecting project-relevant improvements would decline. Table VIII, illustrates responses to this item.

Table VIII

"Most Important" Potential Improvements Selected by Project Teachers

	% responding			
	Fall 1987	Spring 1988	Spring 1989	Spring 1990
more input	32.7%	25.6%	24.9%	23.6%
more time for planning	35.6	27.1	29.2	29.0
improved physical conditions	6.3	7.7	7.7	7.1
improved instructional support (resources)	8.7	12.7	14.9	12.3
lighter teaching loads	9.4	10.3	10.0	12.4
more recognition of achievement	1.2	3.4	2.2	3.4
greater choice over type of students	3.7	6.5	5.7	5.9
greater availability of sabbaticals/ release time	2.4	6.5	5.5	6.4

As noted, most substantial percentages are assigned to more input (into decisions affecting the school/classroom) and more time for planning. As indicated previously (10/88), substantial reductions were noted from Fall 1987 to Spring 1988, in percentages assigned to each of these; perhaps indicating that, to a certain extent, these needs were being increasingly satisfied. Spring 1990 results were, for the most part, unchanged from those of the previous two administrations (Spring 1988 and 1989).

Teachers were asked to answer "true" or "false" to seven statements descriptive of their principal. Here too, it was felt that differences in response patterns would give some inkling of project impact on teacher-principal relationships. Table IX, below, presents findings for the four administrations of the survey.

Table IX

Teacher Response to Principal Attributes

	% true			
	Fall 1987	Spring 1988	Spring 1989	Spring 1990
can count on to support me with parents	89.0	87.5	88.9	82.1
can count on to appreciate my efforts	82.8	85.4	82.4	74.7
provides a sense of direction	76.8	73.3	75.2	65.3
seeks teacher input	73.5	78.1	77.1	67.8
is an effective executive	77.7	77.9	76.5	65.4
gives freedom to do a good job	91.2	93.8	92.1	89.4
follows through on discipline problems	76.1	72.1	73.6	66.9

As indicated, the positive characteristics listed are attributed to principals by approximately three quarters of the teachers or more on the first three surveys. The most positive change from Fall 1987 to Spring 1988 (an increase of 4.6%) was noted for the statement that the principal seeks teacher input; congruent with what one would expect, given an implementation of Shared Decision-Making and a resultant increase in collegial relationships between teachers and principals. For the most part, differences between the Spring 1988 and the Spring 1989 administrations of the survey were negligible. However, a rather precipitous decline in percentages was noted for the Spring 1990 results; most noticeably in terms of the principals (perceived) effectiveness as an executive, and the extent to which he/she was perceived as seeking teacher input, and providing a sense of direction to teachers.

Finally, teachers were asked to assign a level of satisfaction to both their job and their school. Table X, below, illustrates findings relative to this item.

Table X

Level of Satisfaction with Job and School

rating scale

1 - very satisfied
2 - satisfied
3 - more satisfied than not
4 - equally satisfied/dissatisfied
5 - more dissatisfied than satisfied
6 - dissatisfied
7 - very dissatisfied

element rated	Fall 1987 mean numeric rating/%1, 2, 3,	Spring 1988 mean numeric rating/%1, 2, 3,	Spring 1989 mean numeric rating/%1, 2, 3,	Spring 1990 mean numeric ratings/%1, 2, 3
my job	2.01/87.0%	2.33/84.0%	1.95/87.4%	2.12/85.7%
my school	2.60/74.0%	2.90/71.7%	2.57/74.0%	3.03/64.0%

As indicated above, for all surveys, "my job" ratings indicate greater satisfaction (are lower numerically) than those for "my school." As previously noted (10/88), levels of satisfaction diminished somewhat from the first (Fall, 1987) administration of the survey to the second (Spring, 1988); however, the Spring, 1989, results reversed that trend; i.e., "returned" to a more favorable level of rating. Results for Spring of 1990 are considerably less favorable than those for the previous year, particularly in the case of the "my school" rating.

In both the Spring 1988 and Spring 1989 surveys, a number of items were incorporated to allow respondents to retrospectively assess the workings and impact of major aspects of the project. Respondents were asked to indicate the extent of their agreement to this series of statements, using a 5-point Likert Scale.

As indicated in Table XI, average responses to all of the statements were on the "project-favorable" side of the response continuum (i.e., "agree" or "strongly agree"). Additionally, no substantial differences can be noted between the ratings for the Spring 1988, and Spring 1989 survey data. However, reductions in mean ratings were noted in the cases of all statements for the Spring 1990 survey data. Most substantial reductions in mean ratings were noted for statements affirming that the project had produced a more satisfactory work environment, that the time spent on the project was "worth it," given the results, and that SBM/SDM has the potential to improve schools.

Highest rated in a relative sense (on all surveys) was the extent to which respondents were kept informed of the activities of their school's SDM bodies (#1). Lowest rated, again in a relative sense, was the extent to which the project had produced a more satisfying professional work experience (#6). In looking at the nature of specific items, statements 1-4 have to do with how SDM functions (in terms of communication, representation, and the selection of issues with which to deal). These (especially the statement dealing with communication) received relatively high ratings compared to the other statements on all three surveys. As indicated, 72% of respondents agreed or strongly agreed to item #1, 63% agreed or strongly agreed to item #2 in the Spring 1990 survey. Statements dealing with the impact of the project had ratings which were low relative to those received by other statements (example: #6 - dealing with the production of a more positive attitude toward teaching; item #8 - dealing with the efficiency of the project results, given resource expenditure).

Table XI

Response to Statements Dealing with SBM/SDM
Operation and Impact

rating scale

5 - Strongly Agree
4 - Agree
3 - Neither Agree nor Disagree
2 - Disagree
1 - Strongly Disagree

	Spring 1988		Spring 1989		Spring 1990	
statement	Mean	% 4 and 5	Mean	% 4 and 5	Mean	% 4 and 5
1. I was kept informed re: activities of SDM	4.08	81.8	4.05	79.6	3.83	72.4
2. I was adequately represented by SDM	3.77	67.3	3.73	66.5	3.58	63.1
3. Others were adequately represented by SDM	3.67	63.7	3.61	62.3	3.47	58.7
4. Issues with which SDM dealt were important	3.78	68.8	3.75	67.4	3.59	62.4
5. Strategies selected by SDM were effective	3.50	55.4	3.49	54.3	3.27	47.3
6. Project produced more satisfying work environment	3.33	50.0	3.36	52.4	3.05	41.8
7. Project has given more positive attitude toward teaching	3.37	48.2	3.40	51.3	3.14	43.7
8. Resources/time spent worth it given results	3.43	52.2	3.44	57.1	3.10	43.3
9. SBM/SDM has potential to improve operations of school	3.83	70.3	3.83	72.3	3.51	61.4
10. SBM/SDM should be extended all schools	3.48	52.0	3.47	52.0	3.22	45.4

A number of items were unique to the last (May, 1990) Teachers' Survey. One set of these items addressed teacher participation in specific SDM roles as well as the number of hours spent per week and whether this represented an increase or decrease when compared with the previous year. Table XII presents responses to the first item.

Table XII

Roles Played in the SDM Process

SDM roles	% indicating participation*
member of subcommittee	45.0%
member of quality circle	18.4%
serve on leadership cadre	22.5%
attend SDM meetings (occasionally)	25.7%
attend SDM meetings (seldom/never)	18.9%
not currently active/was previously	13.1%

---

*Teachers could select more than one SDM role; therefore percentages add to more than 100.

As noted above, almost half (45.0%) of responding teachers indicated that they were currently a member of a subcommittee; almost a quarter (22.5%) indicated that they currently served on a "leadership cadre." Only 18.9% indicated that they "seldom if ever" attended SDM meetings. These figures are quite favorable with respect to supporting the notion of substantial school-level participation in the SDM process. Median time spent in the process was reported as 1.0 hours per week. About a third of the respondents (33.1%) indicated that this was less than they had spent last year (perhaps reflecting a turnover is SDM participants, with the possibility that many "new" participants responded to these particular items).

An item was inserted to identify the relative importance of various reasons for lack of participation in the SDM process. Table XIII displays the results for this item.

Table XIII

Reasons for Lack of Participation in SDM

% selecting	reasons
7.5	not given timely notice of meetings
12.3	no information about what will be discussed
12.4	not sure how I can participate
24.1	other participants doing an adequate job
14.7	school should be run by administrators
38.6	don't have the time (other responsibilities)
7.1	don't feel technically qualified
12.8	school too large to allow everyone to participate
34.7	I participate as much as I consider necessary

---

*teachers could select more than one reason; therefore percentages add to more than 100.

As indicated, the most popular reasons which teachers gave for not participating more extensively were lack of time (38.6%) and the feeling that other participants were doing an adequate job (24.1%). Interestingly, over 1/3 (34.7%) of respondents indicated that they participated as much as they thought was necessary.

An item was added to the survey to determine the extent to which respondents felt that teachers should be involved in various decision-making areas. Table XIV illustrates findings with respect to this issue.

Table XIV

Support for Teacher Involvement in Specific Areas of Decision-Making

rating scale

4 - totally involved
3 - substantially involved
2 - somewhat involved
1 - no involvement

area of decision-making	mean response	% 3 or 4
curriculum development (in area of responsibility)	3.64	69.6%
curriculum development (in other than area of responsibility)	2.51	20.6%
building maintenance/modification	2.37	12.7%
security	2.55	20.8%
instructional personnel (hiring)	2.68	25.0%
instructional personnel (evaluation)	2.16	14.4%
clerical/support personnel (hiring)	1.81	6.5%
clerical/support personnel (evaluation)	1.77	5.2%
student affairs (discipline/activities)	3.36	51.2%
finance/budgeting	2.84	28.8%
supplies/equipment (for general use)	2.93	31.0%

One factor worthy of note is that teachers express widely varied interest in different decision-making areas (not all teachers are interested in making decision in all areas). The highest percentage of interest is attributed to curriculum design (own area of responsibility), with 69.6% indicating that teachers should be totally or substantially involved. Only 5.2% indicated an interest in the evaluation of clerical/support staff. Percentages of respondents who felt that teachers should be involved in areas listed fell off dramatically after the "top two" (the aforementioned curriculum development area and students affairs). At least half of the respondents felt that teachers should be totally or substantially involved in these two areas. The next most "popular" decision-making areas were supplies/equipment (31.0%) and finance/budgeting (28.8%). The evaluation of instructional personnel received fairly low support (14.4%); in spite of the fact that at least a few SBM school featured this as one of the innovations implemented under the project.

Finally, two items were added to assess the perceived extent to which innovations to which schools had committed themselves were actually implemented; and the reasons for lack of implementation. Tables XV and XVI, below, display data obtained in response to these items.

Table XV

Extent to which Intended Innovations were Actually Implemented

% responding	reasons
8.2	in virtually all cases
35.2	in a majority of cases
42.2	in some cases
8.4	in virtually no cases
6.0	not sufficiently involved to respond

Table XVI

Reasons why Agreed-Upon Changes Were Not Implemented

% responding	reasons
8.2	details of changes not sufficiently well worked out
11.9	lack of funding
12.9	lack of staff follow-through
5.3	lack of sufficient oversight/initial implementation
16.7	lack of administrative support
9.0	lack of broad staff support
6.1	changes not related to entire school program
14.0	not sufficiently involved to respond
16.0	all/virtually all changes have been implemented

As indicated above, fewer than half of the responding teachers (43.4%) indicated that planned innovations had been implemented in at least "a majority of cases." Most popular reasons for lack of implementation were lack of administrative support (16.7%) and lack of staff follow-through at initial stages of implementation (12.9%). In an absolute sense, percentages for all causes of failure to implement are relatively small.

Purdue Teacher Opinionaire

As previously indicated, the Purdue was administered to all teachers in all SBM/SDM schools twice (September, 1987 and May, 1988) during the 1987-88 school year and again, in May of 1989 and May of 1990 as part of a continuing effort to assess the impact of the project on school "climate." Teachers were asked to select response choices for each of 100 essentially positive items which were, in turn, categorized into each of 10 factors. The numerical response scale for all items included: 1 (disagree), 2 (probably disagree), 3 (probably agree), and 4 (agree).

Tables XVII and XVIII, below, display median scores obtained for each of the 10 factors, on each of the four administrations, as well as test publisher norms and "local" norms obtained from testing a random sample of teachers from each of Dade's non-SBM (or PIE) schools during May of 1989. Scores for all administrations were computed by determining individual school medians, and then by determining the median of these (individual school) medians; a method congruent with that used by the test publisher in his computation of "national norms."

One final point should be made before overviewing the tabled "Purdue" data. Respondents were instructed not to reply to two items which were included in the fourth ("teacher salary") factor, since the situations set forth in these items were not relevant to DCPS. For all practical purposes, the reliability of scores on this factor should be considered suspect.

Table XVII

Purdue Teacher Opinionnaire Factor Median Scores for Elementary SBM Schools; Publisher's and Local Norms

1 - disagree   2 - probably disagree   3 - probably agree   4 - agree

factors	publ. norms	local norms	9/87	5/88	5/89	5/90
1. teacher rapport with principal	3.48	3.33	3.38	3.47	3.39	3.51
2. satisfaction with teaching	3.68	3.74	3.73	3.71	3.69	3.73
3. rapport among teachers	3.53	3.15	3.27	3.23	3.16	3.27
4. teacher salary	2.75	2.80	2.41	2.37	2.90	2.84
5. teacher load	3.54	3.21	2.98	3.16	3.13	3.08
6. curriculum issues	3.14	3.30	3.33	3.26	3.21	3.30
7. teacher status	3.06	2.86	2.76	2.79	3.00	2.90
8. community support of education	3.00	2.78	2.99	3.02	2.98	3.00
9. school facilities/services	3.12	3.00	2.89	3.16	3.13	3.09
10. community pressures	3.54	3.50	3.49	3.51	3.46	3.42
AVG.	3.28	3.17	3.12	3.17	3.21	3.21

Table XVIII

Purdue Teacher Opinionnaire Factor Median Scores for Secondary SBM Schools; Publisher's and Local Norms

1 - disagree   2 - probably disagree   3 - probably agree   4 - agree

factors	publ. norms	local norms	9/87	5/88	5/89	5/90
1. teacher rapport with principal	3.17	2.91	2.88	3.08	3.10	2.79
2. satisfaction with teaching	3.56	3.58	3.61	3.56	3.62	3.63
3. rapport among teachers	3.21	3.07	3.12	3.06	3.09	3.02
4. teacher salary	2.53	2.88	2.46	2.63	2.90	2.96
5. teacher load	3.39	3.17	3.11	3.05	3.08	3.03
6. curriculum issues	2.90	3.02	3.12	3.14	3.09	3.00
7. teacher status	2.78	2.64	2.69	2.63	2.76	2.74
8. community support of education	2.83	2.50	2.68	2.73	2.78	2.67
9. school facilities/services	2.86	2.83	3.00	3.02	3.08	2.94
10. community pressures	3.44	3.45	3.37	3.43	3.39	3.44
AVG.	3.07	3.00	3.00	3.03	3.09	3.02

How do Dade norms compare with those provided by the publisher?

"Local Norms" were established via testing approximately 900 teachers, sampled from all of the DCPS non-SBM schools. Table XVII and XVIII display the publisher's ("national") norms and DCPS "norms" side by side, in the first two columns.

As indicated, for elementary schools in the case of 7 of the 10 factors, Dade's norms are lower than those provided by the publisher; most notably, in the case of rapport among teachers (.38 points lower) and teacher load (.33 points lower). Of the 3 factors on which Dade "scored" higher, the most notable is curriculum issues (.16 points higher). The difference between averaged factor scores for the two sets of schools is .11.

For secondary schools, 6 of the 10 factor scores were lower in the case of the Dade norms than for those provided by the publisher and were the same as those identified as "lower" at the elementary level. Most notable were community support of education (.33 points lower) and teacher rapport with principal (.26 points lower). Of the four factors for which Dade's norms were higher, the most notable (in addition to the problematic "teacher salary" factor) was curriculum issues (.12 points higher). The difference between average factor scores for the two sets of schools is .07.

How do SBM schools' "climates" differ from those of the "average" (non SBM) Dade School?

This question can be answered by a comparison between figures in the "local norms" and the "5/89" columns, both testings having occurred at the same point in time.

In the following discussions, a plus (+) sign will refer to comparisons in which the SBM factor score is higher. For elementary schools, the difference in factor medians range from +.20 (Community Support of Education) to -.09 (Curriculum Issues). The difference between averaged factor medians is +.04. In six cases out of 10, the differences favor the SBM schools. Most substantial positive comparisons were noted in the cases of Community Support of Education (+.20), Teacher Status (+.14) and School Facilities/Services (+.13). For secondary schools, the differences ranged from +.28 (Community Support of Education) to -.09 (Teacher Load). The difference between averaged factor scores was +.09. In eight cases out of 10, the differences favored the SBM schools. Most substantial positive comparisons were noted in the cases of Community Support of Education (+.28), School Facilities and Services (+.25) and Teacher Rapport with Principal (+.19).

In sum, although differences between averaged factor scores for the two sets of schools are small, individual factor scores, on balance, seem to favor the SBM schools.

What "trends" can be noted in Purdue scores from the first to the most recent administrations?

Figures I and II provide a graphic illustration of the relative magnitude of the two sets of norms and the four scores (September 1987, May 1988, May, 1989, and May, 1990) for each of the 10 factors for elementary and secondary SBM schools respectively.

If we exclude factor four which, as previously noted, is of questionable reliability, certain features of both figures are worthy of note. First, most scores approximate, to a fair degree, the local norm (second bar from the left for each factor).

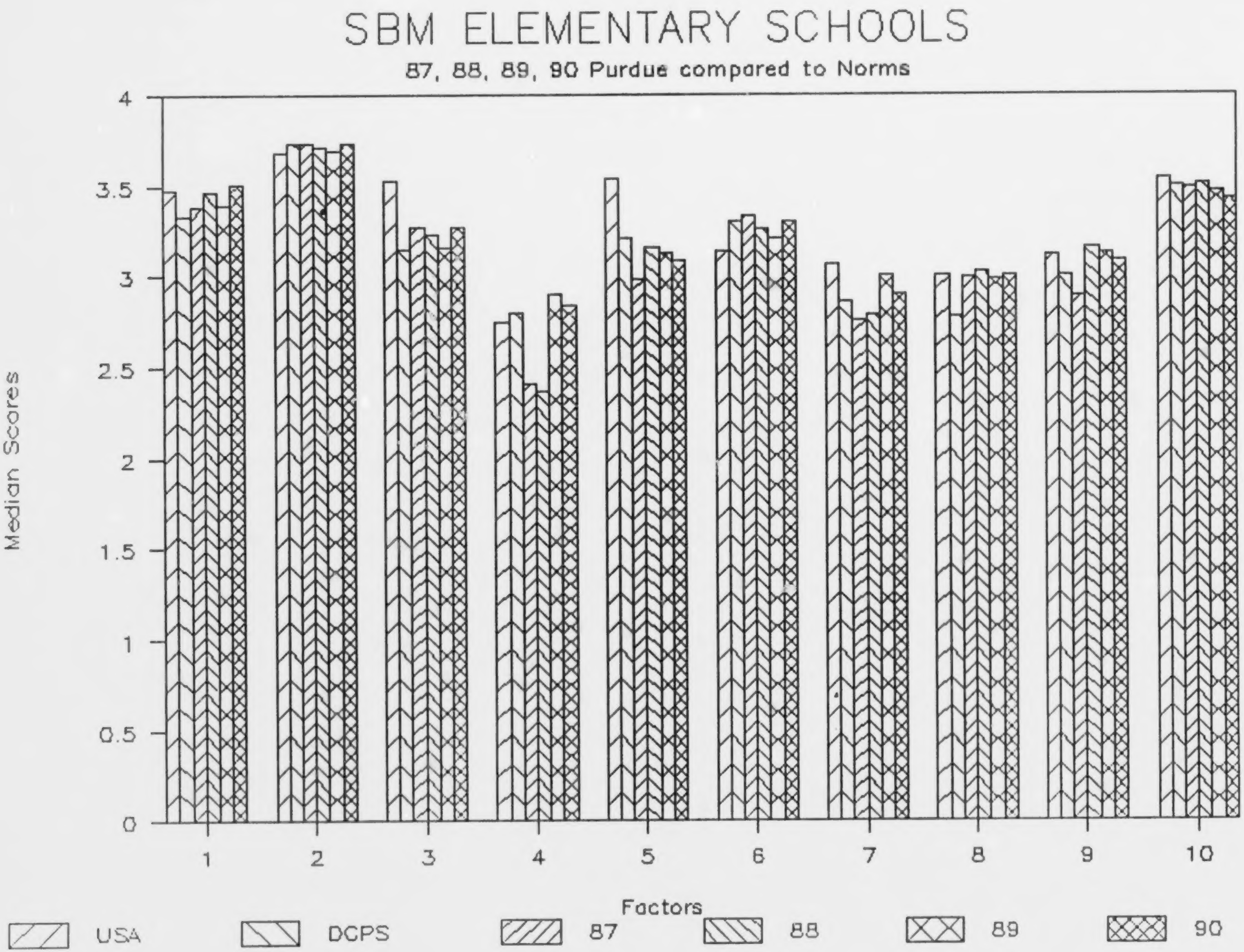
Second, for elementary schools, examination of the relative "standing" of scores for each of the three administrations shows movement in the "expected direction" (lower scores obtained "early" in the program - 9/87 - higher scores later - 5/88 through 5/90) most noticeably in three cases (Factor 7 - teacher status; Factor 9 - school facilities/services, and Factor 5 - teacher load. Given the nature of SBM, it would be reasonable to expect positive changes in these factors. Third, for secondary schools, no such consistently rising pattern of scores can be noted. In a less positive vein, scores on two other factors (2 - satisfaction with teaching and 6 - curriculum issues) were expected to show an increase over time. Such positive changes were not noted however.

To more precisely determine the change in Purdue scores over the three years of the project, analyses to determine statistical significance of the differences between the first set of scores (August, 1987) and the last set (May, 1990) were undertaken. These analyses (using the Wilcoxon Matched-Pairs Signed Ranks test) indicated that scores for one of the ten factors (Teacher Status) was significantly higher in 1990 than in 1987 (at the .05 level) for both elementary and secondary schools.

Analyses were also performed to determine if differences between the May 1990 SBM/SDM Purdue factor scores and those for the "local" norms which were established in May of 1989, were significant. This analysis (using the Mann-Whitney U Test) indicated that scores for the Teacher Status factor were significantly higher (at the .1 level) than "control" scores for this factor at the secondary level. Scores for the Rapport with Principal factor were significantly lower for SBM secondary schools than "control" secondaries.

In reviewing the above findings, it should be noted that one of the primary goals of the SBM/SDM project, from the time of its inception, was the "professionalization" of teaching; i.e., the raising of teachers' status by making them an intrinsic part of the educational decision-making process. This was seen not only as a means of enhancing the motivation of the current generation of teachers; but as a means of making the profession of teaching more appealing to potential recruits. The fact that Teacher Status was positively impacted through the three years of the project stands as a favorable testament to its efficacy.

Notwithstanding the three-year period which was allowed to pass before definitive statements of the project's impact were expected, it is reasonable to assume that it may take even more than that period for the full dimensions of SBM's impact to be documented.



SBM ELEMENTARY SCHOOLS

87, 88, 89, 90 Purdue compared to Norms

Figure 1

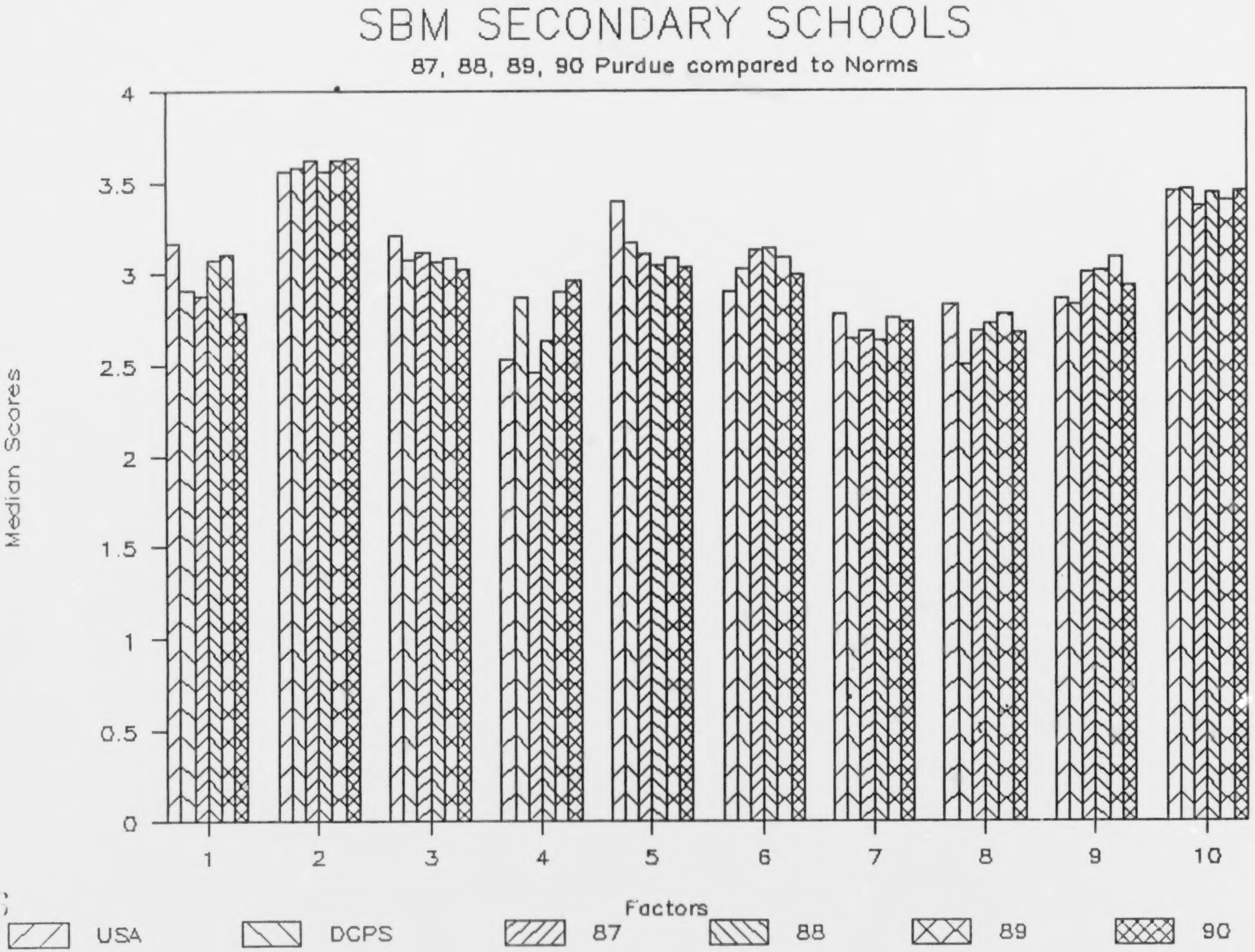

SBM SECONDARY SCHOOLS
87, 88, 89, 90 Purdue compared to Norms
Median Scores
4
3.5
3
2.5
2
1.5
1
0.5
0
1
2
3
4
5
6
7
8
9
10
Factors
USA
DCPS
87
88
89
90

Figure 2

Principal Survey

As previously noted, survey data were collected from all SBM principals at the conclusion of each of the three years of project implementation (1987-88, 1988-89 and 1989-90). Principals were asked to describe the nature and degree of staff involvement, assess the effectiveness and efficiency of SBM for various general school task categories and respond to a number of specific issues pertinent to both School-Based Management and Shared Decision-Making.

How and to what extent are staff perceived to participate in SBM/SDM? Principals were asked to indicate the extent to which staff were involved in five general activity categories. A four-point rating scale was used, extending from 1 (no involvement) to 4 (extensive involvement). Table XIX, below, displays the findings for three years of the survey.

Table XIX

Principal Response to Items Describing Staff Involvement in SBM/SDM

rating scale

4 - extensive involvement
3 - moderate involvement
2 - slight involvement
1 - no involvement

	1987-88		1988-89		1989-90	
activity category	mean rating	% extensive	mean rating	% extensive	mean rating	% extensive
information input	3.83	82.8	3.78	75.1	3.72	72.7
issues generation	3.62	69.0	3.70	65.4	3.45	63.6
strategy/approach development	3.55	58.6	3.63	60.3	3.36	45.5
strategy implementation	3.52	58.6	3.48	52.9	3.27	40.9
provision of feedback re: successes/ failures	3.60	60.7	3.41	41.7	3.22	40.9

The significance of the particular activities listed is that they define the steps of a general and sequential approach to problem identification and solution. Of particular interest, given the "professionalization" thrust of SBM, are responses to the second and third tasks. These activities, in particular, are more typically associated with administrative/managerial roles than roles of subordinates.

For all years, the mean ratings reflect at least "moderate involvement" across all activities. A majority of principals characterized their staff as being "extensively involved" in all activities in 1987-88. In 1988-89, one of the four activities ("provision of feedback") fell below the 50% "extensive involvement" mark, and in 1989-90, an additional two activities (strategy development and strategy implementation) fell below this point. In sum, a drop in reported extent of involvement was noted for all of the activity categories from the first year of the survey to the last year. This decline involved 10% fewer principals indicating that their staff were "extensively involved" in information input, 5% fewer in issues generation; 13% fewer in strategy/approach development, 18% fewer in strategy implementation, and 20% fewer in provision of feedback.

What is the perceived effectiveness and efficiency of the SBM approach for typical school-level tasks? Irrespective of how well "liked" the notion of SBM/SDM is, the "bottom line" remains the extent to which that approach is (at least perceived) as "a good way to run the railroad." In the interest of obtaining end-of-year retrospectives, principals were asked to rate the inherent efficiency and effectiveness of SBM for a variety of general (primarily managerial) school tasks. Table XX displays the results of this inquiry.

Table XX

Principal Perceptions of SBM Efficiency and Effectiveness in Performing a Number of Tasks

rating scale

3 - high
2 - moderate
1 - low

	mean numeric ratings/% "high"					
	efficiency			effectiveness		
	1987-88	1988-89	1989-90	1987-88	1988-89	1989-90
generation of ideas/ instructional	2.54/60.7%	2.39/46.4%	2.33/50.0%	2.61/64.3%	2.64/60.7%	2.45/54.2
generation of ideas/ administrative	2.18/39.3%	2.25/32.1%	2.16/37.5%	2.43/46.4%	2.46/46.4%	2.20/37.5
design of specific interventions	2.43/57.1%	2.39/50.0%	2.41/58.3%	2.61/60.7%	2.67/67.9%	2.58/62.5
management/coordination of install.	2.26/48.1%	2.32/39.3%	2.21/39.1%	2.41/48.1%	2.50/53.6%	2.21/34.8
prov. of feedback re: success/failure	2.36/46.4%	2.57/60.7%	2.75/54.2%	2.61/64.3%	2.64/64.3%	2.50/54.2
AVERAGE	2.35/50.3%	2.38/45.7%	2.37/47.8%	2.53/56.7%	2.58/58.6%	2.38/48.6

As indicated, mean numeric ratings of both efficiency and effectiveness are, for all task categories and for all years, at least "moderate." "Average" ratings across categories for the three years indicate that the effectiveness of the SBM approach is somewhat more highly rated than its perceived efficiency (although this distinction is all but eliminated in the last year's (1989-90 ratings.) In terms of efficiency, the highest rated task category for the first year was generation of ideas for instructional problems; for the second and third years the highest was provision of feedback. Lowest efficiency

Table XXI

Principal Perceptions of the Impact of SBM/SDM on Various Operational Factors

rating scale

5 - strongly agree
4 - agree
3 - neither agree or disagree
2 - disagree
1 - strongly disagree

item	1987-88		1988-89		1989-90	
	mean rating	% 4 or 5	mean rating	% 4 or 5	mean rating	% 4 or 5
1. SDM places principals in an untenable position	2.31	20.6	2.21	17.2	3.21	56.5
2. SDM has resulted in wider staff participation	4.58	96.6	4.42	92.8	4.37	91.7
3. SDM has provided a better app. to problem definition/ comm.	4.10	86.2	4.14	82.8	3.79	66.7
4. SDM has provided a better app. to devp. of solutions/ strategies	4.24	86.2	4.24	86.2	3.83	66.7
5. SDM has made my job easier	3.10	37.9	3.41	41.4	2.39	17.3
6. "Power sharing" inherent to SDM implemented without problems	3.89	75.9	3.83	75.9	3.91	83.3
7. Adoption of SBM/SDM has resulted in significantly different school practices	4.13	79.3	4.00	75.8	3.69	69.5
8. My relations with staff have become more open/ friendly since SBM	3.81	62.9	4.25	78.6	3.81	59.1
9. SBM/SDM has exhibited potential for improving most schools' operation	4.39	92.8	4.44	96.6	4.25	91.6
10. Actual accomplishments of SBM/SDM have been impressive	4.28	78.6	4.34	82.7	3.66	58.4

ratings for all three years were given to generation of ideas for administrative problems. Even though rated lowest in a relative sense, from 30% to 40% of responding principals (depending on the year) rated SBM as a "highly efficient" approach to use with this task category. In terms of "effectiveness," the consistently highest rated task categories (for all years) was design of specific interventions.

In comparing differences in responses between the three administrations of the survey it can be noted that efficiency ratings did not change systematically; some went up, others went down. All of the "effectiveness" means increased somewhat in the second year, then decreased (below their initial level) in the last year.

An additional indication of the perceived "goodness" of SDM is provided by responses to three other items included in the survey (4, 5, and 10) which addressed, respectively, the goodness of this approach for making decisions regarding routine, as well as unique problems, and the extent to which the approach was as effective a method of operation as previous methods employed. In the description which follows, results for the first year's survey are given first, followed by those for the second and the third years. In terms of the first two issues, 62.0%/58.6% 54.2% agreed or strongly agreed that SDM was a good approach for making decisions regarding routine school operations. A much higher percentage (93.1%/100%/87.5%) felt similarly that SDM was a good approach to address unique problems which emerged during the school year. Finally, only around half (58.6%/58.6%/47.8%) agreed or strongly agreed that SBM was as efficient a method for school operation as previous methods employed. As indicated, there were no substantial differences between the first, second, and third year results.

What has been the perceived impact of SBM/SDM? A number of items were included in the surveys to assess principals' perceptions of the impact of the SBM/SDM program. A number of items were specific to the Shared Decision Making element. Items 1 through 6 in Table XXI, illustrate principal's perceptions of these "SDM-relevant" issues.

Overview of mean responses to the six SDM-specific items revealed average responses to all were on the "favorable" side of the response continuum for the first two years, (agreeing to positively stated items, disagreeing to the negatively stated item-- #1). However, in the third year average responses to two items (#1, and #5) fell to the "unfavorable" side of the continuum. Strongest agreement for all years is to the statement that SDM has resulted in wider staff participation, with over 90% of respondents agreeing to the proposition. Most problematic findings, in a relative sense, are responses which indicate that SDM has made the principal's job more difficult (approximately 40% responding in this fashion the first year, 24% the second year and 65% the third year) and that SDM may have placed the principal in an untenable position with respect to being held solely accountable, while at the same time being expected to share decision-making with staff (20% agreeing to this proposition the first year; 17% the second year and 56% the third year). Also noteworthy is the rather precipitous drop from the first two years to the third in such areas as the perceptions of SDM as a "better approach" to problem definitions (#3) and the development of solutions/strategies (#4). Four other items on the principal's survey (#s 7 through 10) addressed views of the program in a broader (beyond just SDM) context. For all three years the vast majority (over 90%) agreed that the program had exhibited potential for improving school operation. For the first two years, over three-quarters felt that the actual accomplishments of the project had been impressive and that adoption of the project had resulted in significantly different school practices; however, these percentages fell rather dramatically in the third year. A lesser percentage (63% the first year and 79% the second year dropping to 59% in the third year) agreed that their relations with staff had become more friendly since the implementation of SBM.

An additional item was added to enable principals to react to the various reporting arrangements which had been in place during the three years of the project. For the first year of the project (1987-88) principals had "reported" to the Office of School-Based Management (which, in turn, reported to the Bureau of Education); for the second year to the Bureau of Professionalization (in which the School-Based Management office was positioned); and for the third year to the Regional Offices--the same reporting arrangement as used by "regular" (non-SBM/SDM) schools. The item asked principals to rate the extent to which each "reporting arrangement" had been helpful in accomplishing a number of school tasks. Table XXII, below, summarizes data collected in response to this item.

Table XXII

Principals' Helpfulness Ratings of Reporting Arrangements for the Accomplishment of Various School Task Categories

helpfulness rating

4 - very helpful
3 - helpful
2 - unhelpful
1 - very unhelpful
9 - no need to seek assistance in this area

School Task Categories	1987-88 Office of SBM		1988-89 Bureau of Prof.		1989-90 Regional Office	
	mean	% "very helpful"	mean	% "very helpful"	mean	% "very helpful"
personnel	3.63	73.7	2.75	25.0	3.52	63.2
finance/budget	3.73	73.7	2.87	31.3	3.05	25.0
building maintenance/security	3.52	58.8	2.83	25.0	3.55	66.7
teacher inservice training	3.64	64.7	3.00	30.8	3.18	25.0
Exceptional student education	3.36	45.5	2.55	11.1	3.19	33.3
student services	3.46	53.8	2.70	20.0	3.15	23.1
curriculum development	3.41	41.2	2.69	15.4	3.35	35.3
general support (obtaining information/solutions to problems)	3.68	73.7	2.76	23.5	3.09	27.3
community/parent relations	3.56	62.5	2.71	21.4	3.15	31.6
operating as a SBM/SDM school	3.73	78.9	2.92	14.3	2.60	6.7
media/materials	3.54	54.5	2.55	11.1	3.00	00.0

The figures in the table above are mean helpfulness ratings. The figures to the right of each mean are percentages of those who felt that a particular "reporting arrangement" was "very helpful."

It should be noted that opportunity was provided, via the rating scale, for principals to indicate that there was "no need" to seek assistance in a particular area. Percentages and means in the table are based only on those who did not select the "9" response option. Of side interest, the most frequent "no need to seek assistance" ratings were given in the case of Exceptional Student Education, Student Services, and Media/Materials.

The first evident characteristic of the data displayed in the table is the relatively high ratings given the first reporting arrangement, involving the Office of School-Based Management. In the case of all task categories, subsequent ratings (given to the second reporting arrangement, involving the Bureau of Professionalization) are substantially lower. In moving to the third reporting arrangement (the Regional office) one notes that mean ratings increased in all but one case (re: assistance in operating as an SBM/SDM school). However, it is interesting to note that, with the exception of one task category (building maintenance/security) none of the Regional Office ratings "recovered to the level attained by the first set (Office of SBM) of ratings. In sum, Office of School-Based Management ratings were superior to those received by the other two "reporting arrangements" for virtually all school task categories. One may hypothesize why this is the case, but perhaps the fact that the SBM office was a small, specifically-focused organizational entity which (in the first year) could be directly accessed, is the most reasonable explanation.

Future Needs and Directions. A number of items were included on each year's surveys to catalog staff development needs felt to be critical to the success of the project as well as to express recommendations vis-a-vis the future direction of the project. Table XXIII, illustrates the percentage of respondents identifying each of the listed skill enhancement items as critical.

Table XXIII

Skills Required to Enhance SDM Team Functioning

skill	% of principals identifying*		
	1987-88	1988-89	1989-90
how to define/develop specific problem statements	27.5%	27.6%	20.8%
how to conduct efficient meetings	37.9%	10.3%	25.0%
how to establish/conduct "working groups" to move from ideas to workable products	65.5%	62.1%	45.8%
how to obtain feedback to assess the worth of an innovation	34.4%	34.4%	29.1%
technical writing	17.2%	6.9%	25.0%
budgeting		13.8%	4.1%

As indicated, the most "popular" skill requirement noted in response to each year's survey was felt to be that related to the ability to move from ideas to workable products or strategies. From the first survey to the second, a noticeable decline in the percentage of principals who felt the need for enhancing skills related to the conduct of efficient meetings can be noted. This perhaps reflects the impact of workshops, which were held to address this need. This percentage rose in the third year, however, perhaps reflecting the need for staff new to the SDM process to become trained in this area. Another interesting year-to-year trend is the increase in (third year) percentages indicating a need in the "technical writing" area.

Table XXIV below, illustrates principals' reaction to possible future directions which could be taken by the project.

---

*selection of more than one response was possible

Table XXIV

Recommendations for the Future

rating scale

5 - strongly agree
4 - agree
3 - neither agree or disagree
2 - disagree
1 - strongly disagree

	1987-88		1988-89		1989-90	
item	Mean Response	%4 & 5	Mean Response	%4 & 5	Mean Response	%4 & 5
The SBM/SDM project should be extended to all schools	3.07	35.7%	3.72	58.6%	2.86	34.7%
Schools which elect to discontinue the project should be allowed	4.25	89.3%	3.62	62.1%	3.87	79.1%
Certain factors should be considered prior to admitting a school	4.14	82.1%	3.64	57.1	3.83	70.9%

As indicated, mean responses in all but one of the cases (1989-90 -- "extension of the project to all schools") are 3.0 or higher, indicating, on balance, agreement to these statements. On the first occasion of the survey there were, however, considerable differences of opinion as to whether or not the project should be extended to all schools. On that occasion, only 36% agreed to that proposition (in the second year, 59% agreed and in the third year, 35% agreed, returning to the first year's level of agreement). In the first year of the survey, virtually all respondents (89%) agreed to the statement that schools should be allowed to "drop out" of the program--this percentage decreased substantially in the second year and then increased in the third. Similar findings were noted in the case of the third statement, that certain factors should be considered prior to admitting a school to the project, with much greater support for that proposition in the first year and third year than in the second. On balance, the results of this cluster of items reflects a more "unconditionally" favorable view of the project during its second year of implementation, and than a return to a more conservative view in the third year.

An opportunity was provided on the survey form for responding principals to indicate, in writing, what they felt should be the qualifying factors (for admission to SBM). A total of sixteen responses were provided on the first survey; the most popular recommendation (beyond what is already expected--a majority vote of the faculty and a detailed proposal) was that special attention be paid to the commitment of the school staff (implying something more than just a vote of support - 6 responses) and consideration of the "personality" of the school in terms of such factors as intergroup (faculty, administration) harmony and the principal's leadership style. On the second survey, 16 principals also provided responses, paralleling those previously offered; noting the importance of the personal philosophy of the principal (7 mentions) and the desire/readiness/commitment of the school staff (8 mentions). Other "qualifying" factors suggested were the quality of the plan (2 mentions) and the school climate (including staff-administration relationships) (3 mentions). A total of 13 principals provided responses to this item on the third year's survey. By far the most frequently mentioned "qualifying factor" was the need for staff support (6 mentions) and administrative support (5 mentions). Other factors noted (two or fewer times) were staff cohesiveness, a favorable school climate, staff training, and the principal's philosophy.

Finally, space was provided for principals to provide additional comments regarding the SBM/SDM project. In the first year, a total of 14 respondents provided comments, the vast majority being comments of approval and support; mentioning such specific improvements as enhanced community support, staff pride, student achievement, and faculty morale. A number of specific suggestions were given for project improvement, including the need to work on communications with total school staff, the need for initial training (of cadre members) in group processes (with special reference to conflict resolution), the need for parents and non-instructional staff to be represented at project conferences, the need for individual school retreats, and the need for more time to be spent in strategic planning.

Fifteen principals provided additional comments in response to the second year's survey. Five comments were statements of support and approval, mentioning such impacts as the enhancement of teacher pride and feelings of responsibility for school operations. Five comments supported the notion that Shared-Decision Making was a time-consuming process (noted previously in this report). Three comments dealt with the great importance of training, specifically suggesting that SBM-relevant training should be available on a year round basis, encouraging the use of retreats for training sessions, and supporting the provision of training schools newly-involved in the project.

Thirteen principals provided additional comments in response to the third year's survey, representing a considerable diversity of content. Two responses were favorable comments regarding the implementation of SBM/SDM at specific schools; mentioning such factors as the well-defined sense of purpose that had been engendered and the strong relationship that had been developed among the staff. Three responses dealt with training; the need for training of staff prior to implementation of the project, the need for provision of training to teachers in "leadership" and the need for training of UTD stewards to provide greater support to the project. Two comments dealt with the arduous nature of the SBM/SDM undertaking, one noting that SBM "wore you down" and the other supporting the notion of a supplement for the SDM cadre to compensate for the extra time taken. A number of comments dealt with what was seen as problems with the SBM/SDM concept, as implemented in some schools; and Regional/District practices which were non-adaptive for the continued flourishing of the project. Specific comments in this category included the return to supervision by region offices, the overlying of a "cumbersome" process (SBM/SDM) on situations where teacher input has already (informally) existed; and a feeling that there was an increasing lack of commitment at the district and regional levels for the concept. Finally, two rather unique issues were mentioned: the need for a process to allow school-site administrators to provide evaluative feedback to the cadre, and the need for teachers to work on "educationally relevant" (rather than non-educational) issues through the SBM process.

Impact of SBM on Relevant "Indicators"

Previous sections of this report have dealt with "three year" trends of a number of attitudinal and "process" variables, describing what various "players" have thought of the project and how (and to what extent) they have participated. An additional critical element of this third year evaluation was to assess the impact of the SBM/SDM project on a wide variety of "hard," educationally relevant indicators. Toward that end, data describing a series of variables of interest were obtained for the year prior to and the three last years of the project. These variables included the following:

1. student achievement (Stanford Achievement Test)
2. student achievement (State Student Assessment Test)
3. student attendance
4. student discipline (indoor/outdoor suspensions)
5. staff professionalism (acquisition of graduate degree and/or PIP)
6. staff attendance
7. student drop-out rate

The section of the report which follows will display and examine data for each of the above variables for the combined set of 33 Pilot I SBM/SDM schools; and contrast this data with that from all DCPS schools.

Table XXV, below displays Stanford Achievement Test results.

Table XXV

Stanford Achievement Test Results
(average rank according to school residual scores*)

	1986-87	1989-90	1986-87	1989-90	1986-87	1989-90
	elementary		middle		senior high	
SBM/SDM	96/177	92/182	22/47	21/48	11/24	12/26
All DCPS	89/177	91/182	24/47	24/48	12/24	13/26

---

*schools are ranked based on the gains of their students on Reading Comprehension and Mathematics Computation subtests, adjusted for relevant child and school characteristics, such as free or reduced-price lunch and proportion of new teachers.

The first row in Table XXV ("SBM/SDM") illustrates residual score rankings for Pilot I elementary, middle, and senior high schools. In all cases, the first number is the average rank, the last (after the slash) is the total number of DCPS schools at that level (note: the smaller the number, the higher the rank). For each school type, two average ranks are given; one for the year prior to the implementation of Pilot I (1986-87) and the other for the last year of the three year pilot (1989-90). The last row in the table merely illustrates the average rank of all DCPS schools at the various levels and for the various years. This rank is, by definition, the middle rank (i.e., the average rank of a group of 182 schools is 91).

In making visual comparisons between SBM and "all DCPS" ranks for particular levels and years, it can readily be noted that for both "pre" (1986-87) and "post" (1989-90) years, SBM ranks were close to the mid-point; i.e., not much "movement in position" could be noted from the first year to the last for SBM schools. Perhaps the most positive change noted was in the case of elementary schools which improved position (relative to the All DCPS figures) six places from 1986-87 to 1989-90 (from 7 ranks below the "DCPS" figures in 1986-87 to only 1 rank below these figures in 1989-90). In spite of this movement, however, the position of the SBM schools remained relatively constant; it would be fair to say that students in SBM schools performed no differently than similar students in other DCPS schools.

Table XXVI, below, displays State Student Assessment Test results.

Table XXVI

State Student Assessment Test (SSAT)
(average percent mastery)

		grade 3		grade 5		grade 8		grade 10	
subject	school type	1987	1989	1987	1989	1987	1989	1987	1989
Reading	SBM	95	89	88	84	86	85	91	88
	DCPS	94	90	86	83	85	82	85	89
Math	SBM	93	89	88	85	84	81	89	86
	DCPS	92	90	87	85	83	80	86	88

In reviewing the tabled data, it can be noted that average percent mastery on the SSAT fell for both SBM/SDM schools, and district-wide (except for grade 10) over the 1987-89 period.

At the beginning of the project, both reading and math SBM scores were somewhat above those for "all DCPS" schools (from one to six percentage points). For both Reading and Math, these initial SBM advantages were eliminated or reduced by 1989 for all grade levels except one (grade 8). In an operational sense, these small changes cannot be considered significant. Again, as was the case with the previous Stanford comparison, it is fair to say that students in SBM schools performed no differently, on the average, than students in other DCPS schools.

Table XXVII, below, displays student attendance figures.

Table XXVII

Student Attendance
(Percent of Student Days)

	elementary		middle		senior high	
	1986-87	1989-90	1986-87	1989-90	1986-87	1989-90
SBM/SDM	94.2	94.6	92.5	93.6	91.7	92.2
All DCPS	94.2	94.5	92.1	93.2	90.8	91.3

In reviewing the tabled data, it can be noted that student attendance in DCPS schools rose slightly from 1986-87 to 1989-90 at all grade levels. Changes were most dramatic in the middle schools. In examining the "pre" (1986-87) status of schools which were SBM/SDM participants, it can be noted that these schools' attendance percentages were equal (elementary) or higher (middle and senior high schools) than "all DCPS" schools. The difference extended from 0.0% (elementary) to .9% (senior high). A comparable analysis for 1989-90 figures revealed that SBM schools retained this positive distinction; percentage advantages in attendance (favoring SBM schools) ranging from .1% (elementary) to .9% (senior high school).

Table XXVIII, below, displays Indoor and Outdoor Suspension data.

Table XXVIII

Suspensions (% of Student Body)

		elementary		middle		senior high	
		1986-87	1989-90	1986-87	1989-90	1986-87	1989-90
Suspension type	School type						
Indoor	SBM	1.1	1.8	19.4	20.5	12.5	12.4
	all DCPS	1.2	1.4	17.0	18.5	15.6	18.0
Outdoor	SBM	2.5	1.4	14.5	10.6	5.9	4.9
	all DCPS	1.9	1.5	13.2	11.5	8.2	8.1

In overviewing the above table, it can be noted that elementary schools had a negligible proportion of students suspended; middle schools had the highest. The discussion which follows will, therefore, focus on middle and senior high level figures only. In comparing the relative level of percentages for SBM/SDM and "all DCPS" schools for 1986-87 and 1989-90, it can be noted that, prior to the formal start of the project (1986-87), SBM schools had lower indoor suspension percentages at elementary and senior high levels, higher at the middle school level. For outdoor suspensions, SBM percentages were higher at elementary and middle levels, lower at the senior high level.

In looking at changes from the initial period (1986-87) to the most recent (1989-90); and in comparing SBM with "all DCPS" schools for indoor suspensions, the status of SBM/SDM schools was improved somewhat at the middle and senior high levels (2.4% greater number of indoor suspensions in 1986-87 as compared with 2.0% greater number of indoor suspensions in 1989-90 for the middle; 3.1% fewer indoor suspensions 1986-87 as compared with 5.6% fewer in 1989-90 for the senior high school). For outdoor suspensions, this SBM-favorable reduction in suspension percentages was again the case; (from a 1.3% greater rate in 1986-87 to a .9% lower rate in 1989-90 for the middle schools and from a 2.3% lower rate in 1986-87 to a 3.2% lower rate in 1989-90 for the senior highs.) In short, a somewhat more favorable position for the SBM schools over the period of the Pilot I project was noted in the case of suspension percentages. Differences in suspension percentages were subjected to tests of significance. Significant differences at the .05 level (favoring SBM schools) were found at the Senior High level for both indoor and outdoor suspensions and at the middle school level for outdoor suspensions. These differences "made sense," given the fact that innovations designed to improve student discipline (Teachers as Advisors, discipline roles for teachers) had been adopted by many Middle and Senior High SBM schools.

Table XXIX, below, displays grade 10-12 drop-out percentages.

Table XXIX

Grade 10-12 Dropout Percentages

SBM/SDM vs. All DCPS

	1986-87	1989-90
SBM	7.0%	5.7%
All DCPS	8.1%	8.2%

As indicated in Table XXIX, weighted average dropout percentages for the four SBM senior high schools (grades 10-12 only) showed a statistically significant decline from 1986-87 to 1989-90 (1.3%); while the rate for all DCPS grades 10-12 remained virtually the same. Initial (1986-87) dropout percentages favored the SBM schools; this significant difference was even more pronounced at the end of the pilot's third year.

Table XXX, below, illustrates figures for graduate degrees and PIP (collectively referred to as indices of "teacher professional development").

Table XXX

Teacher Professional Development
(Percentage of Professional Staff with Graduate Degree and or PIP)

professional development status		El. SBM	El.	Mid. SBM	Mid.	Sr. SBM	Sr.
graduate degree and/or PIP	1986-87	56.6	58.5	54.9	57.2	66.0	65.3
	1989-90	58.3	58.6	55.4	55.1	64.7	63.6
PIP (perhaps graduate degree)	1986-87	24.1	26.9	22.0	22.8	21.5	23.7
	1989-90	23.1	26.3	21.8	20.8	22.5	21.3
graduate degree (perhaps PIP)	1986-87	47.2	43.7	43.3	44.4	56.4	54.9
	1989-90	46.6	44.7	44.9	44.8	55.0	54.5

1. Staff with graduate degrees and/or PIP

   Discussable differences/trends were noted in the case of elementary and middle level schools. Elementary level SBM schools started somewhat below their non-SBM counterparts in terms of the percentages of staff with graduate degrees and/or PIP--at the end of the three year project period, this difference had essentially been eliminated (1.9% difference initially; .3% difference at the end of the period). Middle schools followed essentially the same pattern (2.3% difference initially; .3% difference at the end of the period). Generally, Senior High Schools had the highest level of graduate degrees and/or PIP; but SBM and non-SBM schools did not differ substantially with respect to this variable.

2. Staff with PIP (may or may not have graduate degrees)

   Discussable differences/trends were noted in the case of Elementary level and Senior High Schools primarily. Both initially, and at the end of the three-year project period, elementary SBM schools had substantially lower percentages of staff with PIP credits than did all DCPS elementaries (2.8% lower at the beginning; 3.2% lower at the end of the project period). Middle schools were substantially the same at the beginning and at the end; Senior high SBM schools had substantially lower PIP percentages at the beginning (2.2% lower) but somewhat higher percentages (1.5%) at the end of the project period.

3. Staff with graduate degrees (may or may not have PIP)

   Senior High School (both SBM and non-SBM) had the highest percentage of graduate degree holders. Discussable differences/trends were noted primarily in the case of elementary schools. Elementary level SBM school were substantially higher (3.5%) in terms of graduate degrees prior to the initiation of the project than were other DCPS elementary schools. At the end of the three year period, this gap had closed somewhat, with the SBM percentage declining and the non-SBM percentage increasing somewhat (net difference 1.9%). It should be noted that new teachers entered SBM elementary schools at a higher rate than other DCPS elementaries over this period, somewhat "diluting" the proportion of graduate-degree holding teachers. Middle schools and Senior High schools began and ended the "project period" with much the same percentage of staff with graduate degrees.

Staff attendance was also examined over the years of the project. Table XXXI below, displays this data for 1986-87 and 1989-90.

Table XXXI

Instructional Staff Attendance Percentages

	elementary		middle		senior	
	1986-87	1989-90	1986-87	1989-90	1986-87	1989-90
SBM	96.4	98.2	96.8	98.1	97.1	98.4
All DCPS	96.7	98.2	96.6	98.1	96.9	98.3

In examining the data above, the feature first noticeable is the relatively high magnitude of all figures -- percentages higher than 95 literally have "no room to grow." In visually examining the data, it can be noted that SBM teacher attendance percentages were slightly below all DCPS figures for elementary schools and slightly above all DCPS figures for middle and senior high schools at the beginning of the pilot. At the end, SBM percentages are the same at the elementary and middle levels and slightly higher at the Senior high level. Differences (favoring SBM senior high schools) were significant (at the .05 level) at the beginning as well as at the end of the project. No "project impact" was noted.

School Report Card Results

Table XXXII indicates the percentage of parents who graded each of the items on the School Report Card "A" or "B" for elementary, middle, and senior high school levels. The percentages are provided for both SBM and all district schools. Difference scores are provided; a positive score indicates that SBM schools received higher percentages of As and Bs; a negative score means the opposite.

Overall, there were not substantial differences between SBM and non-SBM percentages. At the elementary level, 14 of the 18 SBM/District differences were negative; the largest being -3 (the availability of teachers to students needing help). The highest positive percent difference was +2 (student achievement recognized and rewarded). In only four cases, were the SBM elementary ratings superior to those for all DCPS school at that level. Middle school results were, on balance, more "SBM favorable." Only one negative difference (-1) was noted -- all others were positive; the two largest of which (+4) were noted for teacher availability to students needing help and the recognition/reward of student achievement. At the Senior High level, 13 of the 20 differences noted were negative; the largest of which (-4) was for the feedback given students for homework, principals caring about students, and the concern/helpfulness of counselors. None of the differences noted above should be considered significant in a practical sense.

Table XXXII

Parent School Report Card Results, SBM vs. All DCPS
(% responding A or B)

	elementary			middle			senior		
	SBM	Dist.	Diff.	SBM	Dist.	Diff.	SBM	Dist.	Diff.
Teachers give students opportunity to learn	87	87	0	77	74	3	65	66	-1
Most of school day spent learning	84	85	-1	75	74	1	63	62	1
Teachers available to students needing help	70	73	-3	64	60	4	55	55	0
Students learn things related to daily life	82	83	-1	71	68	3	55	57	-2
School work matched to student ability	77	77	0	68	65	3	57	56	1
Teachers keep track of student performance	77	78	-1	68	66	2	58	59	-1
Teachers inform parents re: student progress	80	82	-2	68	64	4	48	51	-3
Meaningful homework assigned frequently	78	80	-2	64	63	1	54	56	-2
Students given feedback re: homework	66	70	-4	58	57	1	46	50	-4
Teachers let parents know homework imp.	79	80	-1	58	57	1	40	42	-2
Principal cares about students	79	78	1	70	69	1	53	57	-4
Principal communicates with parents	67	66	1	50	51	-1	36	40	-4
School communicates purpose to parents	76	76	0	59	57	2	46	45	1
Parents treated with respect by school	85	86	-1	77	75	2	62	62	0
Teachers tell parents what they expect from students	74	75	-1	61	59	2	49	47	2
Teachers treat students with respect	76	77	-1	58	55	3	44	44	0
Students treat teachers with respect	67	68	-1	43	40	3	35	35	0
Teachers know their students as individuals	76	76	0	60	57	3	47	47	0
Counselors are concerned and helpful	55	57	-2	63	61	2	48	52	-4
Teachers communicate idea that all students can learn	74	76	-2	65	62	3	48	51	-3
Student achievement recognized/rewarded	84	82	2	72	68	4	59	58	1
Classroom discipline enforced fairly	74	74	0	55	54	1	46	47	-1
Students well behaved in school	63	62	1	37	35	2	37	34	3
School is safe	74	74	0	53	51	2	44	43	1
School is effective in helping students learn	81	81	0	70	66	4	56	58	-2

Summary and Recommendations

For this report, data were collected via the use of: 1) a Teachers' Spring Survey, to assess teachers' awareness of and attitudes/expectations related to the project as well as the nature and extent of their participation, 2) the Purdue Teacher Opinionnaire to assess general school climate along "program relevant" dimensions, and (3) a Principal's Survey to enable participating principals to express their views vis-a-vis various aspects of the project. Data of potential interest to the question of "project impact" was abstracted from computer files and other documentation. These data included Stanford and State Student Assessment test scores, student and teacher attendance, student disciplinary referrals, "teacher professional development" (a combination of PIP and graduate degree acquisition figures), and student drop-out percentages. Finally, School Report Card data were analyzed to highlight differences between SBM and non-SBM results.

The 1989-90 administration of the Purdue (5/90) represented the fourth occurrence on which this instrument was administered (the first three were in September/October of 1987, May of 1988 and May of 1989). For this report, local norms are available, as well as those provided by the test publisher, since a testing of a sample of non-SBM schools with the Purdue had been undertaken in the Spring of the 1988-89 school year (5/89). For a majority of the 10 factors assessed, for both elementary and secondary schools, Dade's norms were somewhat lower than those provided by the Publisher. For both elementary and secondary schools, SBM Purdue "scores" were higher than those of other non-SBM DCPS schools for more than half of the factors assessed. In comparing scores from administration to administration for elementary schools, a pattern of rising scores (from "early" to "late" in the program) was noted in the case of the teacher status, school facilities/services, and teacher load factors. No such consistently rising pattern was noted for secondary schools.

To make a concluding, and more precise statement about the project's impact on "school climate," analyses to determine the statistical significance of the differences between the first set of scores (August, 1987) and the last set (May, 1990) were undertaken. These analyses indicated that scores from one of the 10 "Purdue" factors (Teacher Status) had increased significantly for both elementary and secondary schools during that period. Similar analyses also indicated that the 1990 Teacher Status score was significantly higher for secondary SBM schools than for the (non SBM) comparison sample of DCPS teachers; but that secondary SBM scores were significantly lower for the Rapport with Principal factor.

Data from teacher surveys indicated at least "moderate" awareness of most project features (Objectives, activities, and scope) for the three-year project period; however, declines in awareness were noted from year one to year two and (especially) from year two to year three. It may be the case that "institutionalization" of the project has taken place in those schools to the extent that SBM no longer "stands out" as a unique entity. Survey responses also indicated somewhat of a reduction in the level of teacher participation from the end of year two to the end of year three along a broad array of school "management tasks" -- with ratings of involvement still hovering about the mid-point ("somewhat involved") of the scale. Project elements (SDM as well as changes in curriculum/operation) were still seen as "somewhat of a change" from past practices; but "magnitude of change" ratings for the third year were somewhat less than those for year two. As was the case with the previous year's results, the majority of respondents felt that at least a "substantial" proportion of school activities were affected by the project--although the percentage who so responded diminished somewhat (from 75% in 1989 to 64% in 1990). Expectations were, in an absolute sense, fairly high, with over half of the respondents indicating that the project has, or would, favorably impact its objectives. However, the percentage of those so inclined diminished from the previous year (from 70% in 1989 to 59% in 1990). Over the span of the three year project it was noted that "collegiality" seemed to be increasingly characteristic of SBM schools from the perception of teachers, while "autocracy" seemed less characteristic--seemingly congruent with what one would expect of a move to other School-Based Management. Positive responses to items regarding attitudes toward other specific aspects of the project declined somewhat from 1989 to 1990, although mean responses were still all on the "project-favorable" side of the response continuum. Finally, most substantial support for teacher participation in decision-making was noted in areas of curriculum development and student discipline/activities -- substantially less support was noted for involvement in other areas.

Principals, on average, indicated at least "moderate" involvement of their teaching staff in a wide variety of activity categories; however, a drop in the intensity of involvement for most categories was noted from the first year to the second--and again, from the second year to the third. Efficiency and effectiveness of the project for various task categories were, over all years, rated at least "moderate" by responding principals. In the first two years, the relative efficiency of the SDM enterprise was rated less favorably than its effectiveness. In the third year, this "gap" narrowed somewhat. As was the case in previous years, substantially greater percentages of principals felt that SBM/SDM was a better approach to address unique school problems than to handle routine school operations. In terms of impact, principals agreed most strongly to the proposition that SDM had engendered wider staff participation. On a more negative note, however, almost 2/3 of the principals who responded to the "Year 3" survey indicated that SDM made the principal's job more difficult. In reacting to the three district "reporting arrangements" which had been in force for the three years of the project (Office of SBM, Bureau of Professionalization, Regional Offices), principals gave substantially higher ratings to the first (report to Office of SBM) arrangement that to the other two in terms of their helpfulness in accomplishing a number of school tasks. The most reasonable explanation for this was the fact that the SBM office was a small, directly accessible, and specifically focussed (on SBM) organizational entity. Finally, in terms of future steps to be taken, principals singled out two areas most in need of "skill enhancement" to assure the continued success of SDM: 1) how to move from ideas to workable products and 2) how to obtain feedback to assess the worth of an innovation (46% and 29% of principals selecting, respectively).

As previously noted, this "third year" report was to assess the "impact" of the project on a wide variety of indicators; including, but not limited to student achievement. Toward that end, data for student achievement (Stanford and SSAT), student attendance, student discipline, student dropout rate, "staff professional development", and staff attendance were assembled for the year prior to, and all three years of the project. The data sets displayed in the report are for the year prior to, and the last year (1989-90) of the project, and are presented for elementary, middle, and senior high school levels (for SBM as well as all DCPS schools). Student Achievement, in terms of average rank according to (Stanford) school residual scores showed little change from the year before the implementation of SBM to the last year of the pilot. The most substantial impact was at the elementary level, which improved in standing (relative to all other DCPS elementaries) six positions in rank; a movement which was felt to be of no practical significance. In examining SSAT data (reading and math), it was noted that average percentage mastery scores fell for all DCPS schools as well as those involved in the Pilot I SBM project at most grade levels. In that context, it was noted that, in the first year of the project's implementation (1987), SBM scores were somewhat above those for all DCPS schools. For both reading and math, these initial advantages were eliminated by 1989 for all grade levels except one (grade 8). In an operational sense, these changes, although noticeable, were not considered meaningful. In terms of student attendance the SBM schools started out (in 1986-87) with attendance percentages equal to or higher than "all DCPS" schools (depending on the grade level). 1989-90 percentages for SBM schools retained or exceeded this positive distinction, the most noticeable "net gain" (SBM gain compared to the gain for all DCPS school) being .2%, at the Middle School level. A slight reduction in the number of both indoor and outdoor suspensions was noted on the part of the project schools relative to DCPS Middle and Senior high schools as a whole. The drop-out percentage for grades 10-12 in SBM schools declined over the three year project period, relative to the DCPS rate. In terms of "staff professional development" (number of instructional staff with various combinations of graduate degrees or PIP), the pattern of change was somewhat complex. Of the 9 grade level, "professional development credentials" combinations, three showed visible improvement for the SBM schools, five were unchanged, and one declined. No substantial differences were found in teacher attendance between SBM and non-SBM schools. Finally, an analysis of differences in School Report Card results for SBM and non-SBM schools revealed no substantial differences, with the most favorable (to SBM) visible differences occurring at the Middle School level.

In reviewing these "impact findings", a number of points should be made. It was evident at the start of the SBM/SDM project, that its primary thrust was the Professionalization of Teaching; i.e., the involvement of teachers in critical decision-making processes at the individual school level; and the collaborative definition of goals and objectives at and for the individual school. OEA feels that the selection of the previous indicators for purposes of impact determination should, in no way, imply that the improvement of these scores was the major thrust of the project. In reviewing early project documentation, including statements of purpose and the various details which were distributed to schools as part of the solicitation of proposals from them, no explicit mention of enhancing these indicators, as the primary focus of the project, can be found. It is in that context that the results of the previously discussed analysis should be viewed. In terms of what OEA believes to be the major thrust of the project; the involvement of teachers in decision-making toward the end of making the profession more attractive, -- there is substantial evidence to say that the project has succeeded.

Teachers are involved in decision-making experiences in school cadres; evidence has been obtained that "teacher status" has improved; there is evidence has that school environment is perceived as being more collegial and less autocratic. All of this is not to say that there is no room for improvement in the project. There is evidence that SBM is loosing its "unique visibility" within schools, as a myriad of other innovations are superimposed over SBM school programming. Principals report that there is still substantial need for inservice in the area of converting ideas into workable products or processes and that the role of the principal in SBM schools is increasingly "difficult." Parents do not seem to perceive positive advantages to SBM schools. There is also strong encouragement for the idea that whatever reporting arrangement is adopted be uniquely tailored to the substantive needs of these schools as well as their "self-governing" status.

In light of the above, the following recommendations are offered:

1. The SBM organizational/reporting structure should be reviewed toward the end of insuring that support/assistance needed by these schools is adequately provided.

2. Scores on indicators, such as used in this evaluation, should continue to be tracked and reported. The possibility of acquiring data on indicators more reflective of the unique nature of SBM innovations should be explored.

3. Inservice for teachers should continue to be made available including: (1) the translation of ideas to workable products/processes and (2) the provision of feedback regarding the successes and failures of project undertakings.

4. Issues germane to the Shared Decision-Making process should continued to be defined and examined toward the end of isolating those structures and practices which appear to be most effective. Networking should continue to be encouraged in both the acquisition and dissemination of this information.

SBM-SDM.BC:cj
pgmev5

APPENDIX A

TEACHER'S SPRING SURVEY

BEST COPY AVAILABLE

DADE COUNTY PUBLIC SCHOOLS
OFFICE OF PROGRAM EVALUATION

SCHOOL BASED MANAGEMENT/SHARED DECISION MAKING PROJECT
TEACHERS' SPRING 1990 SURVEY

Dear Teacher:

As you know, the Office of Program Evaluation (OPE) is involved in evaluating the operation and impact of the School-Based Management/Shared Decision Making Project. Since teachers are major participants in this project, it is essential that we gather data to describe their awareness of, and attitudinal orientation toward, the various school-based projects. As you will no doubt remember, a survey similar to this was sent to you last spring. The purpose of this survey is to allow us to note any differences in attitudes, knowledge, and nature of participation in the project that have taken place over the 1989-90 school year. Accordingly, we are requesting that teachers involved in this project complete the following questionnaire. Note that we are not asking you to identify yourself--we are interested only in developing a school or district-wide picture of the project in operation. Please complete the attached form and staple closed for mailing so as to expose the return school mail code (9020 - SUITE 100/OPE; Attn: Dr. Bob Collins). Please return the completed form by Monday, May 28.

Should you have any questions or concerns about this data collection effort, please do not hesitate to call me at 995-7545.

Sincerely,

Bob Collins, Coordinator
Office of Program Evaluation

1. Name and code of your school ____________________

2. What grade do you teach? (If you teach in more than one, please select the grade range in which you spend most of your teaching time.)

Kindergarten, 1st, 2nd or 3rd.................................... 1
4th, 5th, or 6th.................................... 2
7th, 8th, or 9th.................................... 3
10th, 11th, or 12th.................................... 4
A grade range broader than those above.................................... 5

if secondary; your area of current instructional responsibility (check as many as apply):

____exceptional student education
____reading/language arts
____art/music
____social studies
____math
____other (write in): ____________________
____science
____vocational education
____physical education
____foreign languages
____computer education

DCA Auth; Exp. Date: June 30, 1990

3. Number of years at current school ______________

4. Is your area of instructional responsibility involved in the school's SBM/SDM project?

____yes, to a great extent
____yes, to a moderate extent
____yes, but only to a slight extent
____no

5. To what extent do you, personally, feel involved in the project in terms of each of the following activities listed below? Assign a rating to each of the activities using the following rating scale.

5-substantially involved
4-moderately involved
3-somewhat involved
2-slightly involved
1-not involved

____making decisions regarding curriculum/instructional activities

____providing input to decision-makers regarding school operations

____implementing decisions made by others

____providing feedback regarding impact of innovations implemented

____other (write in):________________________________

6. What is the nature of your participation in your school's Shared Decision-Making process? (Check as many as apply.)

____ I am a member of a subcommittee

____ I am a member of a quality circle

____ I serve on the "leadership cadre" or central decision-making body.

____ I occasionally attend SDM meetings, but am not an "official member" of any committee

____ I seldom, if ever, attend SDM meetings

____ I am not currently active in the SDM process, but I was previously

____ other (write in):________________________________

____

7. About how many hours per week (on the average) do you spend involved in any aspect of your school's Shared Decision-Making process?______________

8. Would you say that this amount (indicated above) is more or less than you spent last year (1988-89)? (Check one)

____ much more ____ about the same

____ somewhat more ____ somewhat less ____ much less

9. Which of the factors listed below prevents you from participating more extensively in your school's SDM process? (Check as many as apply.)

____ I'm not given sufficiently timely notice of meetings

____ I don't have an idea of what will be discussed at most meetings

____ I'm not sure how I can participate (i.e., what roles I can play)

____ I feel that the other participants are doing an adequate job

____ I feel that the school should be run by the administrators

____ I don't have the time, given my classroom (and other) responsibilities

____ I don't feel "technically qualified" to provide meaningful input

____ The school staff is too large to enable everyone to participate

____ I believe that I participate as much as is necessary.

____ Other (write in):____

____

10. To what extent do you feel that teachers should be involved in decision-making for each of the specific areas listed below? Select an appropriate number from the rating scale and place it on the line provided to the left of the area being rated.

rating scale

4 - should be totally involved
3 - should be substantially involved
2 - should be somewhat involved
1 - should not be involved

____ curriculum development (in my area of expertise/responsibility)

____ curriculum development (other than in my area of expertise/responsibility)

____ building maintenance/modification

____ security

____ instructional personnel (hiring)

____ instructional personnel (evaluation) rating scale

4 - should be totally involved
3 - should be substantially involved
2 - should be somewhat involved
1 - should not be involved

____ clerical/support personnel (hiring)

____ clerical/support personnel (evaluation)

____ student affairs (discipline, student activities, etc.)

____ finance/budgeting (school-wide)

____ supplies/equipment (for general school-use)

____ other (write in): ____

____

11. In which of the general areas of concern, listed below, do you feel that teachers should involve themselves? (Check one)

    ____ routine school operations
    ____ unique or "special" issues that periodically emerge
    ____ both unique and routine matters

12. How pervasive are the activities which have been implemented as a result of the project (i.e., what proportion of "school-life" is affected)? (Check one)

    ____ virtually all aspects of "school-life" are affected
    ____ a substantial proportion of activities are affected
    ____ only a relatively few, isolated, areas are affected
    ____ I see virtually no effect from my perspective

13. How substantial were the changes made by the project since its inception (Fall, 1987) in your school's operation with respect to: a) the Shared Decision Making component and b) the curriculum-operations modifications? Select an appropriate numerical rating from the scale below for each of the two items. If you were not a member of this school's staff when the project began, do not respond:

rating scale

3 - a considerable change from previous practice(s)
2 - somewhat of a change
1 - virtually no change

____ a. Shared Decision Making
____ b. Curriculum/Operations changes

14. Do you feel that your school's project has substantially impacted those objectives toward which it was targeted?

____ yes, totally
____ yes, in most areas targeted
____ yes, in about half of the areas targeted
____ yes, but only in a few of the areas targeted
____ no, not at all
____ I am not sufficiently aware of the project to comment

15. How aware were you made (this school year) of each of the following? (check one column for each item.)

	very aware	moderately aware	slightly aware	not aware
the objectives of the project				
the specific activities that were conducted......................				
the scope (number of students/ teachers involved)..................				

16. To what extent do you feel that changes in practice or procedure to which your school has committed itself, are actually implemented?

____ in virtually all cases
____ in a majority of cases
____ in some cases
____ in virtually no cases
____ I am not sufficiently involved with my school's SDM process to respond

17. What do you believe to be the most important factor in those cases where agreed upon changes are not implemented (check one)?

____ the details of the changes are not sufficiently well worked out prior to attempted implementation
____ lack of funding
____ lack of staff follow-through
____ lack of sufficient oversight during initial implementation (by relevant SDM subcommittees, administration, etc.)
____ lack of administrative support
____ lack of broad staff support
____ the changes were not of sufficient relevance to the entire school program
____ I am not sufficiently involved with my school's SDM process to respond
____ I believe that all or virtually all planned changes have been implemented.

18. Which of the following best describes (a) your ideal teaching situation, and (b) your present teaching situation? (Circle one in each column.)

	Ideal Situation	Present Situation
I am free to teach exactly the way I consider best without interference from anyone	1	1
I am part of a group of competent teachers who work together to do the best possible job	2	2
I am part of a school organization where goals and purposes are spelled out clearly by the principal, and teachers know exactly when their work is meeting the objectives of the school	3	3

19. Taking everything into account, I feel as follows about (a) my particular job and (b) my school as a work place. (Circle one in each column.)

	With My Job (Circle One)	With My School (Circle One)
Very satisfied	1	1
Satisfied	2	2
More satisfied than not	3	3
Equally satisfied and dissatisfied	4	4
More dissatisfied than satisfied	5	5
Dissatisfied	6	6
Very dissatisfied	7	7

20. Which of the following potential improvements in the working conditions of teaching is most important to you? (Circle only one.)

More input into decisions which affect the school and especially the classroom	1
More time within the school day to reflect on teaching practice or to plan, either alone or with peers	2
Improved physical amenities (e.g., private office, telephone access, lounge and lunch facilities)	3
Improved instructional resource support (e.g., lab equipment, books and printed resources, teaching aids)	4
Lighter teaching loads	5
More explicit recognition for outstanding performance	6
Greater choice over the type of student you teach	7
Greater availability of sabbaticals or other release time plans for personal rejuvenation	8

21. Students are often given the grades A, B, C, D, and F to denote the quality of their work. Suppose your school, the public schools in your community and the public schools in the nation as a whole were graded in the same way, what grade would you give them? (Circle the number for one grade in each column.)

Your School	The Schools in Your Community	The Public Schools in the Nation
A 1	A 1	A 1
B 2	B 2	B 2
C 3	C 3	C 3
D 4	D 4	D 4
F 5	F 5	5 5

22. Please indicate whether the following statements tend to be true or false of the principal with whom you work: (Circle either true or false for each statement.)

	True	False
I can usually count on the principal to support me in my relationship with parents...............................	1	2
I can usually count on my principal to appreciate my best efforts..	1	2
My principal provides a sense of direction in the instruction given in the school............................	1	2
My principal seeks teacher input on decisions directly affecting curriculum or instruction......................	1	2
You could call my principal an effective executive........	1	2
I can usually count on my principal to provide me with the freedom to do a good job............................	1	2
The principal usually follows through on discipline problems that I bring to his or her attention................	1	2

Indicate the extent of your agreement or disagreement with each of the statements below by selecting an appropriate number from the rating scale below and placing it on the line provided to the left of the statement being rated.

rating scale

5 - strongly agree
4 - agree
3 - neither agree nor disagree
2 - disagree
1 - strongly disagree

23. ____ I was kept fairly well informed of the activities of my school's "Shared Decision Making" body.

24. ____ I feel that I was adequately represented by the Shared Decision Making body.

25. ____ I feel that the Shared Decision Making body fairly represented all important segments of the school staff (job roles as well as views).

26. ____ I feel that the issues with which the Shared Decision Making body dealt were important.

27. ____ I feel that the strategies used by the Shared Decision Making body to achieve project goals were effective.

28. ____ I feel that the project has produced a more satisfying professional work environment.

29. ____ The "installation" of Shared Decision Making and School Based Management in my school has given me a more positive attitude toward teaching as a profession.

30. ____ I believe that the time spent and other resources expended in all aspects of the project have been "worth it" in terms of the results.

31. ____ The SBM/SDM project has exhibited the potential to improve the operation of schools.

32. ____ The SBM/SDM project should be extended to all schools.

APPENDIX B

PURDUE TEACHERS OPINIONNAIRE

BEST COPY AVAILABLE

NCS—PTO

THE PURDUE TEACHER OPINIONAIRE

Prepared by Ralph R. Bentley and Averno M. Rempel

This instrument is designed to provide you the opportunity to express your opinions about your work as a teacher and various school problems in your particular school situation. There are no right or wrong responses, so do not hesitate to mark the statements frankly.

PLEASE FILL IN THE FOLLOWING INFORMATION:

SCHOOL: ____________________

AGE: __________ SEX: __________

DATE: __________ HIGHEST DEGREE COMPLETED: __________

PLEASE READ THE DIRECTIONS FOR RECORDING RESPONSES ON OTHER SIDE
DO NOT OMIT ANY ITEMS

© COPYRIGHT 1980, PURDUE RESEARCH FOUNDATION

1. Details, "red tape," and required reports absorb too much of my time A PA PD D
2. The work of individual faculty members is appreciated and commended by our principal A PA PD D
3. Teachers feel free to criticize administrative policy at faculty meetings called by our principal A PA PD D
4. The faculty feels that their salary suggestions are adequately transmitted by the administration to the school board A PA PD D
5. Our principal shows favoritism in his relations with the teachers in our school A PA PD D
6. Teachers in this school are expected to do an unreasonable amount of record-keeping and clerical work A PA PD D
7. My principal makes a real effort to maintain close contact with the faculty A PA PD D
8. Community demands upon the teacher's time are unreasonable A PA PD D
9. I am satisfied with the policies under which pay raises are granted A PA PD D
10. My teaching load is greater than that of most of the other teachers in our school A PA PD D
11. The extra-curricular load of the teachers in our school is unreasonable A PA PD D
12. Our principal's leadership in faculty meetings challenges and stimulates our professional growth A PA PD D
13. My teaching position gives me the social status in the community that I desire A PA PD D
14. The number of hours a teacher must work is unreasonable A PA PD D
15. Teaching enables me to enjoy many of the material and cultural things I like A PA PD D
16. My school provides me with adequate classroom supplies and equipment A PA PD D
17. Our school has a well-balanced curriculum A PA PD D
18. There is a great deal of griping, arguing, taking sides, and feuding among our teachers A PA PD D
19. Teaching gives me a great deal of personal satisfaction A PA PD D
20. The curriculum of our school makes reasonable provision for student individual differences A PA PD D
21. The procedures for obtaining materials and services are well defined and efficient A PA PD D
22. Generally, teachers in our school do not take advantage of one another A PA PD D
23. The teachers in our school cooperate with each other to achieve common, personal, and professional objectives A PA PD D
24. Teaching enables me to make my greatest contribution to society A PA PD D
25. The curriculum of our school is in need of major revisions A PA PD D
26. I love to teach A PA PD D
27. If I could plan my career again, I would choose teaching A PA PD D
28. Experienced faculty members accept new and younger members as colleagues A PA PD D
29. I would recommend teaching as an occupation to students of high scholastic ability A PA PD D
30. If I could earn as much money in another occupation, I would stop teaching A PA PD D
31. The school schedule places my classes at a disadvantage A PA PD D
32. The school tries to follow a generous policy regarding fringe benefits, professional travel, professional study, etc. A PA PD D
33. My principal makes my work easier and more pleasant A PA PD D
34. Keeping up professionally is too much of a burden A PA PD D
35. Our community makes its teachers feel as though they are a real part of the community A PA PD D
36. Salary policies are administered with fairness and justice A PA PD D
37. Teaching affords me the security I want in a position A PA PD D
38. My school principal understands and recognizes good teaching procedures A PA PD D
39. Teachers clearly understand the policies governing salary increases A PA PD D
40. My classes are used as a "dumping ground" for problem students A PA PD D
41. The lines and methods of communication between teachers and the principal in our school are well developed and maintained A PA PD D
42. My teaching load in this school is unreasonable A PA PD D
43. My principal shows a real interest in my department A PA PD D
44. Our principal promotes a sense of belonging among the teachers in our school A PA PD D
45. My heavy teaching load unduly restricts my nonprofessional activities A PA PD D
46. I find my contacts with students, for the most part, highly satisfying and rewarding A PA PD D
47. I feel that I am an important part of this school system A PA PD D
48. The competency of teachers in our school compares favorably with that of teachers in other schools that I know A PA PD D
49. My school provides the teachers with adequate audio-visual aids and projection equipment A PA PD D
50. I feel successful and competent in my present position A PA PD D

Printed in U.S.A. NCS Trans-Optic® MP08-9601-43 A2407

DIRECTIONS FOR RECORDING RESPONSES ON OPINIONAIRE

Read each statement carefully. Then indicate whether you agree, probably agree, probably disagree, or disagree with each statement. Mark your answers in the following manner:

If you agree with the statement, completely fill in circle "A"	● (PA) (PD) (D)
If you are somewhat uncertain, but probably agree with the statement, completely fill in circle "PA"	(A) ● (PD) (D)
If you are somewhat uncertain, but probably disagree with the statement, completely fill in circle "PD"	(A) (PA) ● (D)
If you disagree with the statement, completely fill in circle "D"	(A) (PA) (PD) ●

USE A NO. 2 PENCIL ONLY

51.	I enjoy working with student organizations, clubs, and societies	(A)	(PA)	(PD)	(D)
52.	Our teaching staff is congenial to work with	(A)	(PA)	(PD)	(D)
53.	My teaching associates are well prepared for their jobs	(A)	(PA)	(PD)	(D)
54.	Our school faculty has a tendency to form into cliques	(A)	(PA)	(PD)	(D)
55.	The teachers in our school work well together	(A)	(PA)	(PD)	(D)
56.	I am at a disadvantage professionally because other teachers are better prepared to teach than I am	(A)	(PA)	(PD)	(D)
57.	Our school provides adequate clerical services for the teachers	(A)	(PA)	(PD)	(D)
58.	As far as I know, the other teachers think I am a good teacher	(A)	(PA)	(PD)	(D)
59.	Library facilities and resources are adequate for the grade or subject area which I teach	(A)	(PA)	(PD)	(D)
60.	The "stress and strain" resulting from teaching makes teaching undesirable for me	(A)	(PA)	(PD)	(D)
61.	My principal is concerned with the problems of the faculty and handles these problems sympathetically	(A)	(PA)	(PD)	(D)
62.	I do not hesitate to discuss any school problem with my principal	(A)	(PA)	(PD)	(D)
63.	Teaching gives me the prestige I desire	(A)	(PA)	(PD)	(D)
64.	My teaching job enables me to provide a satisfactory standard of living for my family	(A)	(PA)	(PD)	(D)
65.	The salary schedule in our school adequately recognizes teacher competency	(A)	(PA)	(PD)	(D)
66.	Most of the people in this community understand and appreciate good education	(A)	(PA)	(PD)	(D)
67.	In my judgment, this community is a good place to raise a family	(A)	(PA)	(PD)	(D)
68.	This community respects its teachers and treats them like professional persons	(A)	(PA)	(PD)	(D)
69.	My principal acts as though he is interested in me and my problems	(A)	(PA)	(PD)	(D)
70.	My school principal supervises rather than "snoopervises" the teachers in our school	(A)	(PA)	(PD)	(D)
71.	It is difficult for teachers to gain acceptance by the people in this community	(A)	(PA)	(PD)	(D)
72.	Teachers' meetings as now conducted by our principal waste the time and energy of the staff	(A)	(PA)	(PD)	(D)
73.	My principal has a reasonable understanding of the problems connected with my teaching assignment	(A)	(PA)	(PD)	(D)
74.	I feel that my work is judged fairly by my principal	(A)	(PA)	(PD)	(D)
75.	Salaries paid in this school system compare favorably with salaries in other systems with which I am familiar	(A)	(PA)	(PD)	(D)
76.	Most of the actions of students irritate me	(A)	(PA)	(PD)	(D)
77.	The cooperativeness of teachers in our school helps make my work more enjoyable	(A)	(PA)	(PD)	(D)
78.	My students regard me with respect and seem to have confidence in my professional ability	(A)	(PA)	(PD)	(D)
79.	The purposes and objectives of the school cannot be achieved by the present curriculum	(A)	(PA)	(PD)	(D)
80.	The teachers in our school have a desirable influence on the values and attitudes of their students	(A)	(PA)	(PD)	(D)
81.	This community expects its teachers to meet unreasonable personal standards	(A)	(PA)	(PD)	(D)
82.	My students appreciate the help I give them with their school work	(A)	(PA)	(PD)	(D)
83.	To me there is no more challenging work than teaching	(A)	(PA)	(PD)	(D)
84.	Other teachers in our school are appreciative of my work	(A)	(PA)	(PD)	(D)
85.	As a teacher in this community my nonprofessional activities outside of school are unduly restricted	(A)	(PA)	(PD)	(D)
86.	As a teacher, I think I am as competent as most other teachers	(A)	(PA)	(PD)	(D)
87.	The teachers with whom I work have high professional ethics	(A)	(PA)	(PD)	(D)
88.	Our school curriculum does a good job of preparing students to become enlightened and competent citizens	(A)	(PA)	(PD)	(D)
89.	I really enjoy working with my students	(A)	(PA)	(PD)	(D)
90.	The teachers in our school show a great deal of initiative and creativity in their teaching assignments	(A)	(PA)	(PD)	(D)
91.	Teachers in our community feel free to discuss controversial issues in their classes	(A)	(PA)	(PD)	(D)
92.	My principal tries to make me feel comfortable when he visits my classes	(A)	(PA)	(PD)	(D)
93.	My principal makes effective use of the individual teacher's capacity and talent	(A)	(PA)	(PD)	(D)
94.	The people in this community, generally, have a sincere and wholehearted interest in the school system	(A)	(PA)	(PD)	(D)
95.	Teachers feel free to go to the principal about problems of personal and group welfare	(A)	(PA)	(PD)	(D)
96.	This community supports ethical procedures regarding the appointment and reappointment of the teaching staff	(A)	(PA)	(PD)	(D)
97.	This community is willing to support a good program of education	(A)	(PA)	(PD)	(D)
98.	Our community expects the teachers to participate in too many social activities	(A)	(PA)	(PD)	(D)
99.	Community pressures prevent me from doing my best as a teacher	(A)	(PA)	(PD)	(D)
100.	I am well satisfied with my present teaching position	(A)	(PA)	(PD)	(D)

APPENDIX C

PRINCIPAL'S SURVEY

BEST COPY AVAILABLE

DADE COUNTY PUBLIC SCHOOLS
OFFICE OF EDUCATIONAL ACCOUNTABILITY
SCHOOL-BASED MANAGEMENT/SHARED DECISION MAKING PROJECT
PRINCIPAL'S SURVEY 1989-90

1. Grade level of school:

_____ elementary _____ middle/junior _____ senior

2. Indicate the extent to which your staff participated in each of the five listed activity groups (during 1989-90) by selecting a number from the scale below and placing it on the line provided to the left of the activity group being rated.

rating scale

4 - extensive involvement
3 - moderate involvement
2 - slight involvement
1 - no involvement

_____ information input
_____ issues generation
_____ development of strategies/approaches to problems
_____ implementation of strategies
_____ provision of feedback re: success/failure of strategies attempted

3. In this item, consider the inherent efficiency and effectiveness of the Shared Decision Making concept for the accomplishment of various school task categories. For each task category listed below, rate the efficiency and effectiveness of the concept, using the rating scale provided. By efficiency, we mean the relative amount of resources it takes to achieve a result of given nature/magnitude (a low efficiency rating would imply a relatively great expenditure to achieve a relatively insignificant outcome). By effectiveness, we mean the relative quality or goodness of the outcome, irrespective of the resources taken to accomplish that end. For each task category listed below, be sure to assign two numbered ratings from the scale provided.

rating scale

3 - high
2 - moderate
1 - low

efficiency	effectiveness	task category
_________	___________	generation of ideas to address a problem of an instructional nature.
_________	___________	generation of ideas to address a problem of an administrative/operational nature.
_________	___________	design of specific intervention(s) proposed in response to problems.

rating scale

3 - high
2 - moderate
1 - low

efficiency	effectiveness	task category
__________	____________	"management"/coordination of intervention "installation".
__________	____________	provision of feedback re: staff feelings, success of intervention, etc.

Indicate the extent to which you agree or disagree with each of the following statements by selecting the appropriate number from the rating scale below and placing it on the line provided to the left of the statement being rated.

5 - strongly agree
4 - agree
3 - neither agree nor disagree
2 - disagree
1 - strongly disagree

_____ 4. I believe that Shared Decision Making (SDM) provides a good approach for making decisions regarding routine school operations.

_____ 5. I believe that SDM is a good approach for generating ideas to address unique problems which emerge during the year.

_____ 6. I believe that SDM places principals in an untenable position with respect to being held accountable for all aspects of a school's operation while, at the same time, being expected to share decision-making prerogatives with staff.

_____ 7. I feel that enthusiasm for the SBM/SDM concept on the part of my staff has waned.

_____ 8. I feel that the adoption of SDM had resulted in wider staff participation than was the case before its implementation.

_____ 9. I feel that the adoption of SBM/SDM has resulted in the implementation of significantly different school practices than would otherwise have been the case.

_____ 10. I feel that the SDM process is generally as efficient a means of school operation as previous methods employed.

_____ 11. My relations with my staff have become more friendly and open since our adoption of SBM/SDM.

_____ 12. I feel that the adoption of SDM has provided a better approach to the communication/definition of problems which exist at the classroom level.

5 - strongly agree
4 - agree
3 - neither agree or disagree
2 - disagree
1 - strongly disagree

____ 13. I feel that the adoption of SDM has provided a better approach to the development of solutions/strategies to cope with problems which exist at the classroom level.

____ 14. I feel that the adoption of SDM has made my job easier.

____ 15. The "power sharing" that is inherent to the SDM approach is being implemented at my school without "bad feelings" or awkwardness.

____ 16. The SBM/SDM project should be extended to all schools.

____ 17. Schools which elect to discontinue using SBM/SDM should be permitted to do so.

____ 18. The SBM/SDM project has exhibited the potential for improving the operation of most schools.

____ 19. To date, the accomplishments of the SBM/SDM project have been impressive.

____ 20. Certain factors should be taken into account before "admitting" individual schools to the SBM/SDM project.

If you responded with a "4" or "5", which factors do you feel should be considered? ____

____

21. Starting with the first year of SBM's implementation (1987-88), a total of three administrative "reporting arrangements" have been in place:

1987-88 - "reporting" to the Office of School-Based Management
1988-89 - "reporting" to the Bureau of Professionalization
1989-90 - "reporting" to Regional offices

Rate the extent to which each "reporting arrangement" has been helpful in accomplishing each of the school tasks listed below by selecting an appropriate number from the rating scale for each task/"reporting arrangement" combination and placing your numerical ratings in the spaces provided. NOTE: If you had no need to seek assistance in a particular task being rated, for a particular year, please use the "9" rating.

helpfulness rating

4 - very helpful
3 - helpful
2 - unhelpful
1 - very unhelpful
9 - no need to seek assistance in this area

School Task Categories	1987-88 Office of SBM	1988-89 Bureau of Prof.	1989-90 Regional Office
personnel			
finance/budget			
building maintenance/ security			
teacher inservice trn.			
Exceptional stud. ed.			
student services			
curriculum development			
general support (obtaining information/solutions to problems)			
community/parent relations			
operating as a SBM/SDM school			
media/materials			
other (write in): ______			

22. Looking back on 1989-90, what skills would you say your SDM team needs to make the SDM/SBM project a more effective and efficient undertaking at your school (check up to two of the most important).

____ how to define/develop specific problem statements.

____ how to conduct efficient meetings ("meetings that move").

____ how to establish and conduct "working groups" to develop general ideas into "workable products" or strategies.

____ how to obtain feedback (evaluation information) to assess the worth of an innovation.

____ technical writing

____ budgeting

____ Other (Write in): ____________________

23. Please provide any additional comments you feel are warranted vis-a-vis the SBM/SDM project (generally, or with specific reference to your school).

PART 2: EVALUATION OF SELECTED INNOVATIONS

BEST COPY AVAILABLE

TABLE OF CONTENTS

PAGE

PURPOSE OF THE EVALUATION OF INNOVATIONS.................... 1

MOTIVATION FOR CONDUCTING THE EVALUATION.................... 2

RESEARCH REGARDING SCHOOL-BASED MANAGEMENT AND INNOVATIONS... 3

SCHOOLS INCLUDED IN THIS EVALUATION......................... 4

SOURCES OF INFORMATION ON THE INNOVATIONS AND THEIR IMPACT... 5

EVALUATION QUESTIONS

Implementation.. 6
Peer Evaluation... 7
Different Roles for Teachers............................ 9
Block Scheduling.. 11
School-Within-A-School.................................. 12
Teachers as Advisors.................................... 14
Flexibility of Schools.................................. 16
Involvement of Staff.................................... 17
Rapport Among Teachers.................................. 18
Satisfaction with Teaching.............................. 19
Staff Professional Development.......................... 20
Staff Curriculum Issues................................. 21
Student Achievement..................................... 22
Student Attendance...................................... 24
Student Discipline...................................... 25
Berlitz Pilot Program................................... 26

CONCLUSIONS AND RECOMMENDATIONS............................. 29

WORKS CONSULTED... 30

PURPOSE OF THE EVALUATION OF INNOVATIONS

The purpose of this evaluation was to examine the nature and impact of selected innovations implemented by Pilot 1 School-Based Management/Shared Decision-Making (SBM/SDM) Schools.

This evaluation included the following four specific tasks:

- To describe the status of the following innovations at SBM/SDM schools where they have been implemented:

  Peer Evaluation
  Different Roles for Teachers
  Block Scheduling
  School-Within-a-School
  Teachers as Advisors
  Spanish Language Instruction (Berlitz Pilot Program)

- To examine the diversity of the innovations at different SBM/SDM schools.
- To estimate the extent of professional involvement of teachers, principals, and others in decision-making regarding the innovations.
- To present trends in outcome measures for an early assessment of the impact of the innovations.

This evaluation provides answers to the following questions:

Evaluation Question 1: To what extent were the five innovations implemented?

Evaluation Questions 2 through 6: What were the implementation success and outcomes at schools adopting the following innovations:

2. Peer Evaluation?
3. Different Roles for Teachers?
4. Block Scheduling?
5. School-Within-a-School?
6. Teachers as Advisors?

Evaluation Question 7: Did implementation of the innovations provide evidence that schools were more flexible under SBM/SDM?

Evaluation Question 8: How involved were principals, teachers, and others in decision-making regarding the selected innovations?

Evaluation Questions 9 through 15: What impact did relevant innovations have on the following factors:

9. Rapport Among Teachers?
10. Satisfaction With Teaching?
11. Staff Professional Development?
12. Staff Curriculum Issues?
13. Student Achievement?
14. Student Attendance?
15. Student Discipline?

Evaluation Question 16: What impact did the the Berlitz Pilot Program have on students' achievement in Spanish as a Second Language?

MOTIVATION FOR CONDUCTING THE EVALUATION

Why was this evaluation of innovations conducted?

The School-Based Management/Shared Decision-Making Project

On January 13, 1987, DCPS Deputy Superintendent Joseph A. Fernandez and UTD President Pat L. Tornillo, Jr., Co-Chairpersons of the Professionalization of Teaching Task Force Subcommittee "A," sent a request for proposals (RFP) to participate in the SBM/SDM Pilot Program to school principals and union stewards.

The Pilot 1 Schools: Thirty-three of the schools responding to the RFP were chosen to become SBM/SDM Pilot 1 schools for three years beginning with the 1987-88 school year.

Objectives: SBM/SDM objectives prepared by the joint DCPS/UTD task force expressed two overriding purposes: one, to provide flexibility to school sites; and, two, to allow greater decision-making power for principals, teachers, and parents.

A Nation-wide Model: Soon Dade County's SBM/SDM Program was a national model of innovation and cooperation between administration and union. Freedom of choice for schools became the hallmark of the DCPS model.

Evaluation of the Innovations: The major evaluation emphasis was on the Shared Decision-Making aspect of the program. A secondary evaluation was requested to measure the impact of six of the innovations implemented by schools under their SBM/SDM proposal and felt to be of general interest to the district as a whole.

Office of Educational Accountability Response

Office of Educational Accountability (OEA) personnel developed a three-year evaluation plan utilizing individual school administrative reviews and data collected from teachers, schools, and district level data bases to annually assess the status and initial impact of SBM/SDM. In answer to the fourth point above, this evaluation of selected innovations--Peer Evaluation, Different Roles for Teachers, Block Scheduling, School-Within-a-School, Teachers as Advisors, and Spanish Language Instruction (Berlitz Pilot Program)--was carried out. Evaluation of the innovations:

- Shows the progress schools made in implementing their proposed innovations over the three-year pilot period, since innovations tend not to be established, let alone measurably effective, until 3 to 5 years after initiation.
- Evaluates the extent to which the purposes of SBM/SDM, to provide flexibility to schools and to allow school site personnel to make decisions, were evidenced in the implementation of the innovations.
- Describes the changes schools achieve when given freedom to choose innovations.
- Reports on the early impact of the innovations.

RESEARCH REGARDING SCHOOL-BASED MANAGEMENT AND INNOVATION

What ideas can be drawn from research on school-based management and innovation?

Extent of Innovation

Most school districts institute school-based management along with one or two mandated innovations, such as peer evaluation or block scheduling, rather than allowing schools to choose. While this practice dilutes the intent of school-based management, it allows central office personnel to focus their support.

Real, as opposed to cosmetic, innovations involve change in the fundamental structure of organizations or of the routines employed for achieving goals. The transition of junior high schools to middle school status is an example of such an innovation. Cosmetic innovations may fade, returning the organization to its original status after a few years.

Thus, in Dade County, innovations that have strong support from the central office and that are structural in nature should last.

Diversity of Innovations among Schools

In districts that employ school-based management, schools tend to differ from each other more than in traditionally managed districts. However, districts with a long history of school-based management go through periods of recentralization, or standardization, in order to ensure district-wide consistency. Furthermore, although state education departments encourage individual school initiative, they also mandate uniformity in standards and programs.

Thus, SBM/SDM schools in Dade County may become less diverse over time, as they conform to both county and state standards and controls.

Professional Involvement in Innovations

Success of school-based management innovations depends upon professional accountability, whereby teachers and principals and central office administrators hold each other accountable for implementation. If responsibilities are not assigned, decisions tend to fall to the individual who is present when the decision is to be made. Since principals serve 12-month contracts and are more available during the school year than teachers, they are the likely decision-makers.

Thus, to sustain involvement of Dade County teachers and principals in selected innovations, responsibilities should be formally designated and easily monitored.

Measurable Outcomes

Innovations in schools are expected to affect student achievement. However, many factors impact upon achievement. Innovations like the five studied in this evaluation are designed to have indirect impact upon achievement. That is, they should result in better organized schools staffed by more professional teachers which, in turn, should contribute to better attendance, more discipline, and higher achievement in students.

Thus, evaluation of these five innovations involves assessing improvement in school organization, staff professional development, and student participation, as well as early evidence of improvement in student achievement.

SCHOOLS INCLUDED IN THIS EVALUATION

Which SBM/SDM Pilot 1 Schools adopted the selected innovations?

SBM/SDM Pilot 1 School staffs discussed their experiences and adjusted their original proposals as better ideas emerged. But only schools that implemented innovations in the first year of SBM (1987-88) had three years of involvement and are listed below. Schools that implemented one or more of the innovations later or under another program, such as the transition to middle school status, were not included in this evaluation.

Peer Evaluation	Coconut Grove El
	Hoover El
	Myrtle Grove El
	Filer Mid
	Mann Mid
	Nautilus Mid
	Norland Mid
	Southwood Mid
	Palmetto Sr
Different Roles for Teachers	Bryan El
	Coconut Grove El
	Myrtle Grove El
	North Miami El
	Palmetto El
	Mann Mid
	Miami Springs Mid
	Nautilus Mid
	Norland Mid
	Riviera Mid
	South Miami Sr
Block Scheduling	Campbell Drive El
	Coconut Grove El
	Fairchild El
	Hadley El
	Hoover El
	Kendale El
	North Miami El
	Olympia Heights El
	Palmetto El
School-Within-a-School	Filer Mid
	Kinloch Park Mid
	Miami Springs Mid
	Palmetto Sr
	South Dade Sr
Teachers as Advisors	Campbell Drive Mid
	Miami Springs Mid
	Nautilus Mid
	Norland Mid
	Riviera Mid
	Sunset Sr
Spanish (Berlitz Pilot)	Palmetto El

SOURCES OF INFORMATION ON THE INNOVATIONS AND THEIR IMPACT

How were the innovations and their impact examined?

The major themes of this evaluation, the implementation of the innovations and their impact, were examined using two types of data sources.

Information on the *implementation* of innovations (questions 1 through 8) was drawn primarily from administrative reviews prepared in 1988, 1989, and 1990 by SBM/SDM Pilot 1 schools. While administrative reviews varied among schools, they generally contained descriptions of the school's SBM/SDM program, initial outcomes, and recommendations. Information from discussions with OEA coordinators who helped the schools with their reviews and from interviews with school-level personnel supplemented administrative review data.

In reporting initial outcomes, some schools recorded individual perceptions while others based comments on information gathered from formal or informal surveys of staff and other data bases. It was necessary to adopt general terms, such as "moderately to highly positive," in order to summarize the various forms of outcome data provided.

Impact of the innovations (questions 9 through 15) was assessed using data bases maintained by the district and results of instruments administered by OEA. Baseline data were collected from the year prior to the implementation of SBM/SDM (1986-87) and from the three years of Pilot 1 (1987-88 through 1989-90). The proposals submitted by Pilot I SBM/SDM schools were scanned in order to identify the intended impact of the innovations. Seven areas of potential impact are listed below, along with the data source used to measure them and the innovations to which they are relevant.

Impact Areas	**Data Sources**	**Relevant Innovations**
Rapport Among Teachers	Purdue Teacher Opinionaire, Factor 3	Peer Evaluation
Satisfaction With Teaching	Purdue Teacher Opinionaire, Factor 2	Different Tchr Roles Teachers as Advisors
Staff Professional Development	% Prof Staff w/Grad Degrees or PIP	Different Tchr Roles
Staff Curriculum Issues	Purdue Teacher Opinionaire, Factor 6	Block Scheduling School w/in School
Student Achievement	Stanford Scores & SSAT	Peer Evaluation Block Scheduling School w/in School
Student Attendance	% of Attendance	School w/in School
Student Discipline	Number of Suspensions	Different Tchr Roles School w/in School Teachers as Advisors
Spanish Proficiency	Selected Standardized Tests	Spanish (Berlitz)
Attitudes Toward Spanish	Parent, Teacher, Student Surveys	Spanish (Berlitz)

EVALUATION QUESTION ONE

To what extent were the five innovations implemented?*

Innovation	Proposed	Implemented (1987-88)	Continued (1988-89)	Continued (1989-90)
Peer Evaluation	9	9	7	8**
Different Teacher Roles	14	11	11	10
Block Scheduling	9	9	9	9
School-Within-a-School	5	5	4	4
Teachers as Advisors	8	6	6	6.

---

*Other SBM/SDM schools that adopted the innovation before SBM, implemented the innovation under another program, or implemented the innovation after the first year of SBM (1987-88) were not included in this evaluation.

**One school that dropped Peer Evaluation in 1988-89 reinstituted it in 1989-90. Only the seven schools that participated all three years are included in the evaluation.

Trends

- Most schools that proposed these innovations implemented them during 1987-88, the first year of School-Based Management. Only three schools that proposed Different Roles for Teachers and two that proposed Teachers as Advisors did not implement these proposed innovations.
- Most innovations that were implemented were retained. Two schools dropped the Peer Evaluation innovation in the second year, but one of these picked it up again in the third year. One school dropped School-Within-a-School for the second year. One school dropped Different Teacher Roles in the third year.
- Different Teacher Roles were the most popular innovations in all categories. Peer Evaluation and Block Scheduling were next in order of popularity.

EVALUATION QUESTION TWO
What were the implementation success and outcomes at schools adopting Peer Evaluation?

Nine SBM/SDM Peer Evaluation schools proposed some form of Peer Evaluation, and eight were carrying out the program in 1989-90. Most Peer Evaluation plans designated that teachers perform formal observations of other teachers, based on assumptions that teachers are more sensitive to good instructional techniques or that administrators need time for other leadership activities. Most teachers selected and trained to carry out observations were lead teachers, department heads, or other respected teachers. Their primary responsibility in teacher evaluation was conducting formal observations.

Two elementary schools instituted models of Peer Evaluation that provided less threatening interaction among peers than formal observation. At one school, trained teachers assisted teachers who either requested help or were referred by administrators. At another school, all teachers were encouraged to participate in training to be observers. Trained teachers then paired up and observed each other, meeting later to discuss what they saw.

The following initial outcomes were reported in school administrative reviews:

Type of Impact	Measures	Schools	Outcomes
Awareness of program	teacher survey	2	moderately to highly positive
Satisfaction with observation	teacher survey	3	moderately to highly positive
Participant growth	teacher survey	2	moderately to highly positive

Most teachers liked the program, whether asked about satisfaction with observation by peers or about their own professional growth. Some teachers felt more comfortable being observed by a peer. Some felt that teachers provide more careful critique of teaching methods and content than administrators, who focus more on classroom management, but others judged administrator observations to be as valuable as or better than those done by teachers.

Most schools adhered to the required number of annual observations, with only one school routinely conducting about 50% more formal observations than required. In addition, trained teachers at some schools conducted observations of beginning teachers and others that were not formally recorded. The following proportions of teachers were affected either by receiving TADS training and conducting peer observations or by being observed or assisted by teachers trained in the TADS method:

Peer Evaluation Model	N of Schools	Teachers Affected (%) 1987-88	1988-89	1989-90
All Peer Evaluation Schools	7	14.4	35.5	49.5
Schools With Formal Observations	5	16.2	38.6	58.6
Schools With Other Applications	2	8.7	19.2	24.2

Almost half (49.5%) of teachers in the seven SBM/SDM schools implementing Peer Evaluation '87-88 through '89-90 were affected by Peer Evaluation during the 1989-90 school year. Schools having trained teachers conduct *formal* observations were more successful in involving staff in Peer Evaluation. Each year about twice the proportion of teachers were affected (16.2%, 38.6%, and 58.6%) at these schools as at schools practicing other applications, that is, peer assistance or voluntary participation (8.7%, 19.2%, and 24.2%). For all categories, the proportion of teachers affected in the third year of Peer Evaluation (1989-90) was about three times the proportion affected in the first year (1987-88).

The only ostensible problems with this innovation were training needs and the challenges involved in finding time for teachers to observe other teachers. Even though most Peer Evaluation models required only a small proportion of staff to be trained, most principals wanted more widespread training of teachers. Principals generally facilitated the scheduling of observations through some kind of flexible staffing arrangement such as lead teachers, academic teams, or regular substitute teachers. However, when participation was voluntary or informal, teachers were less likely to make the time to get involved.

In addition, however, schools practicing either formal or informal models faced challenges to implementing the full spirit of Peer Evaluation. One school reported the temporary suspension of formal Peer Evaluation at the end of 1989-90 due to lack of clear definition of evaluators' role and lack of understanding of the program among those that were to be evaluated. Teacher observers frequently commented that they benefited most from the peer evaluation process, and yet, only a handful of teachers got the benefit of carrying out observations. The least formal model tried to capture this advantage by having teachers observe each other. However, mammoth training needs and teachers' competing priorities prevented these observations from becoming very widespread.

The Peer Evaluation model that best addressed these problems was at Bunche Park Elementary, an SBM/SDM school not included in this evaluation because it did not implement the program until 1988-89. Though they got off to a late start, the proportion of teachers involved each year was high (50% in 1988-89 and 70% in 1989-90). As in other programs, only official observations were recorded, but some teachers took part in more observations because of the benefits they derived from them.

Under this program all teachers could observe as well as be observed. Teachers elected four colleagues to be formally trained in peer observation. But these trained teachers, or leaders, carried out observations with a team of one to three other teachers with whom they shared ideas regarding method and focus of observation in pre- and post-observation sessions. Thus, teachers were not thwarted in their efforts to receive training, because they received practical training through work with trained observation team leaders.

Furthermore, the observation process was both voluntary and official. Teachers volunteered to join the group that would both observe peers and be observed by them. Teachers selected the individuals they wished to observe them (including one trained leader), scheduled the time, and specified the aspect of their teaching they wanted observed. After receiving feedback from their observation team, teachers could have the observation fulfill the official requirement or request another observation from a team or an administrator. Thus, this Peer Evaluation model solved inherent problems in the other models: the process spread knowledge of teaching competencies throughout the staff and, since it fulfilled an official purpose, teachers found time to participate.

EVALUATION QUESTION THREE
What were the implementation success and outcomes reported by schools adopting Different Roles for Teachers?

Different Roles for Teachers were proposed at fourteen schools and implemented at eleven. Only one of these roles, all of which involved administrative duties, was not filled during the third year (1989-90). Some roles were full-time; others replaced one or two classes or took place during uncommitted time. Administrative apprenticeships for teachers at an elementary and a middle school resembled the district's LEO-T program. Teachers at two middle schools carried out the full range of discipline duties including implementing a consistent discipline plan and contacting parents of problem students. At an elementary school, a paraprofessional implemented a discipline plan for the cafeteria and hallways. At a middle school, teachers assumed part-time roles in public relations, curriculum, student services, and activities.

Teachers participated in interviewing and hiring new teachers and other personnel at five schools representing all levels. Generally, principals convened interviewers with pertinent interests or building leadership roles for each position. At one elementary school, the personnel committee, a standing committee composed of the principal, teachers, and aides, invited appropriate parents to help interview candidates. Committees usually agreed about candidates--or continued discussion until they reached agreement.

Only the team leader, or lead teacher, role found at four middle schools seemed to emerge more from instructional than administrative needs. One school described its lead teachers as curricular and instructional leaders, with duties such as demonstrations, observations, and in-service recommendations. Duties mentioned by other schools included facilitating communication among team faculty, cadre, administration, parents, and students.

Except for collegial hiring, most roles required funding to provide for coverage of some or all of a teacher's classes. Although most schools reallocated discretionary funds for this purpose, at least three middle schools converted assistant principal positions.

The following initial outcomes were reported in school administrative reviews:

Type of Impact	Measures	Schools	Outcomes
Awareness	teacher survey	4	half to almost all
Program improvements	teacher survey	2	neutral to moderately positive
Teacher benefits	teacher survey	4	neutral to highly positive
	interviews	1	highly positive
Administrative system improvements	teacher survey	3	neutral to highly positive
	school data	1	highly positive
	unspecified	2	highly positive

Teacher surveys revealed more diverse attitudes toward different roles for teachers than other types of measures. In the first year sometimes half of the staff responding to surveys were not even aware of the new roles. In informal interviews, principals and teachers described collegial hiring as more effective than traditional methods. However, personnel data do not yet show a reduction in prescriptions, which total about six per year for all five schools. Administrative reviews did not record student benefits from this innovation.

Support for these innovations ranged from 53% to 95% of respondents at four schools that polled their staffs. Team leaders and discipline roles ranked the highest.

More than other innovations, different roles for teachers had to continually meet approval of staff. This was because instituting most of these roles involved the sacrifice of some other resource, such as an assistant principal or extra teacher, and most involved some release from teaching duties for the teachers that filled them. Thus, these roles changed over the years, especially at the end of 1989-90, in response to staff desires. For example, a middle school with four assistants to the principal positions (three part-time) retained only the one judged most helpful by teachers (discipline assistant) when budget limitations became apparent. Another middle school rejected its discipline dean in favor of a full-time middle school coordinator when that need became more pressing. A third middle school staff redefined the role of their lead teachers to encompass discipline rather than instructional support of teachers after repeatedly calling for clearer goals and more direct involvement with teachers.

Collegial hiring seemed to be the most successful and widely supported of the different roles for teachers, perhaps in part because it did not require extra resources or release from classes. Although it did require extra time for administrators to schedule teachers into the interview process, they also benefited from the more informed interview questions that faculty posed. Teachers who participated encountered bureaucratic hiring constraints and protocols. As a result, selections resulted from more informed interview and hiring processes, and may have been better.

More resource intensive and, therefore, more controversial, the best team leader or lead teacher roles supported teaching rather than the administration of schools. These teachers, usually selected from among the staff, but in at least one case actively recruited and selected by staff from district-wide applicants, spent a large portion of their time coaching beginning teachers and, to a less realized extent, supporting professional development of all teachers.

EVALUATION QUESTION FOUR
What were the implementation success and outcomes reported by schools adopting Block Scheduling?

Nine elementary school staffs implemented Block Scheduling, that is, they revised their schedules to provide more uninterrupted teaching time. Blocks were designed to allow more time for basic skills, opportunity for program enrichment, and common meeting time for teachers. Block Scheduling took a variety of forms.

At two schools, the day was divided into three blocks--for language arts, content and enrichment, and special subjects. Math joined language arts at one school, content at the other. All basics were in the morning at one school. Because they wanted to introduce the whole language approach, staff at a third school created a two-hour language arts block and left the rest of the schedule in its traditional form.

Two schools scheduled content or enrichment topics in six or nine week blocks. This allowed teachers to specialize in a subject and have longer periods for hands-on activities.

Since one staff wanted smaller groups for basic skills instruction, they staggered the special area schedule for grades two through five. While two-thirds of the class were in art, music, or physical education, the remaining students were taught by their classroom teacher. Loss of planning time was offset by increased availability of trained classroom aides. Because of overcrowding, grades four and five were eliminated from the program in 88-89. Instead, homogeneous grouping for basic skills was introduced across those grades.

Spanish S and SL were offered before or after school at two schools in order to reduce pull-outs. A third school accomplished the same purpose by offering them in classrooms at the same time. Another school used flexible staffing and curricular adjustments to modify bilingual and basic skills delivery.

The following outcomes were reported in school administrative reviews:

Type of Impact	Measures	Schools	Outcomes
Awareness	teacher survey	2	80% to 100%
Program implementation	teacher survey	3	moderately to highly positive
Instructional program improved	teacher survey	3	negative to highly positive
Student benefits	teacher survey	2	neutral to moderately positive
Student achievement	teacher survey	1	moderately to highly positive
Teacher benefits	teacher survey	4	moderately to highly positive

Teacher perceptions of results were quite favorable. In a few cases, special area or primary teachers were less involved in the Block Scheduling process. Although teachers were highly confident that instructional quality in general had improved, they were less sure that specific improvements like more hands-on experiences had occurred. All schools continued Block Scheduling for the three years of SBM/SDM, although a few were not able to implement it as planned because of overcrowding.

Although scheduling that provides more uninterrupted instructional time is likely to be beneficial, such scheduling is a commonly-used administrative tool. Unless curricular reform that mandates scheduling changes takes place, creative scheduling in itself doesn't signify a substantive innovation. Thus, scheduling innovations designed because of pedagogical improvements as the whole language approach, concentrated instruction in content areas, or new Spanish language curricula are examples of more comprehensive change.

EVALUATION QUESTION FIVE
What were the implementation success and outcomes at schools adopting School-Within-a-School?

Two kinds of School-Within-a-School programs were planned to create smaller environments within secondary school settings. Three schools divided the school population into smaller units in conjunction with their transition to middle school status, and two senior highs proposed special arrangements for at-risk students. Additionally, most of these schools proposed curricular innovations for the smaller groups.

One middle school established separate grade level "houses," each with its own teachers, assistant principal, secretary, and counselor. In subsequent years, clerical staff and certain functions, like attendance, were returned to the central office as an efficiency measure, and exceptional education and language instruction teachers returned to central administrative organization, but the permanency of the "houses" was reinforced by assigning them locations in the building. The other middle schools took a more conservative approach, establishing interdisciplinary teams in the sixth grade and gradually extending the idea to other grades.

The senior high schools organized at-risk students (75 at one and 300 ninth graders at the other) into classes served by a common core of teachers. After one year, the smaller program became a single class for selected eleventh graders and pull-out group meetings for certain twelfth grade students. The larger program expanded to serve all ninth graders after the first year. In both cases, therefore, a separate school-within-a-school for at-risk students became more integrated with the rest of the students.

The following initial outcomes were reported in school administrative reviews:

Type of Impact	Measures	Schools	Outcomes
Student & programmatic benefits	teacher survey	3	moderately to highly positive
	student survey	3	moderately positive
Academic improvement	Stanford tests/promotion	1	mixed
	completion of year	1	highly positive
	teacher-made tests	1	highly positive
	teacher survey	1	highly positive
Attendance improvement	data bases	2	positive
Discipline improvement	teacher survey	1	highly positive
	data bases	1	negative
Teacher benefits	teacher survey	2	highly positive

At first glance, teachers appear more positive in their assessment than either data bases or students. However, in reality, teachers also examined the innovations critically. One program, for example, met its goals, but teachers decided they could achieve the same purpose without segregating at-risk students from the regular program. The apparently negative results from data bases is also misleading. At one school, for example, discipline data appeared worse when, in fact, systems and record-keeping dealing with discipline were becoming more accurate.

Though most recommendations involved continuing and improving the original plan, one senior high recommended replacing the school-within-a-school idea. Other recommendations were for more attention to discipline and attendance improvement and common planning time for developing curricula. Recommendations for both senior high programs that serve only part of the student population urged more school-wide publicity.

The most fully developed practice of School-Within-a-School at an SBM/SDM school occurred at Filer Middle school which implemented the dramatic, school-wide plan. Although modifications were made in the plan which returned some functions to the central office, the basic struture of the plan remained in place at the end of the third year (1989-90). This is true despite the departure of a large proportion of the original planners, including the principal, to a newly opening school.

Assistant principal/guidance counselor pairs were assigned to follow one cohort of students throughout its years at the school. The assistant principal, therefore, handled any administrative questions that arose and attended team meetings for that cohort. The principal was the administrator assigned to the enrichment and ESE departments. Each cohort occupied a unique section of the school depending on its grade level, despite the scheduling challenges of an overcrowded school.

Functions that were returned to the central office included those that were FTE related, such as attendance and registrar operations. Free and reduced price lunch applications were also recentralized. In order to be accessible to the entire school, the principal resumed weekly meetings with all department chairs. Assistant principals that had been carrying out all administrative functions for their cohort have become specialized again, with one carrying out school-wide curricular tasks, including textbook ordering, and two performing disciplinary duties. In other words, recentralization took place in order to preserve good management practices, without sacrificing the goal of increased intimacy in the middle school environment.

EVALUATION QUESTION SIX

What were the implementation success and outcomes at schools adopting Teachers as Advisors?

In Teachers as Advisors programs implemented at six schools, teachers provided information, advisement, and personal support to students as a supplement to that provided by counselors. The program was expected to contribute to improvement in student achievement, behavior, and attendance. At three schools, additional goals included increased involvement--for students, teachers, or parents. By the end of 1989, however, involvement objectives were no longer mentioned.

The format of the program at four SBM/SDM schools was a daily session for all students with their teacher/advisors. Two middle schools differed from the rest. One offered a weekly program for all students in their social studies class using commercially prepared materials. The other offered a daily program for only at-risk students identified by counselors and served by teachers selecting advisement as their service activity. The latter school added occasional sessions for all students during 1988-89 and 1989-90.

Four of the schools reported support for participating teachers, in the form of inservice or customized materials. Guidance personnel or other teachers taking on new roles and responsibilities provided this support.

The following initial outcomes were reported in school administrative reviews:

Type of Impact	Measures	Schools	Outcomes
Appropriateness of program	teacher survey	3	moderately positive
	comments	1	positive
Availability of resources	comments	1	negative
Academic improvement	teacher survey	2	neutral to moderately positive
	comments	1	moderately positive
Discipline improvement	referrals	1	positive
Affective growth	teacher survey	1	moderately positive
	student survey	1	moderately positive
Parent involvement	teacher survey	1	neutral

Of the five innovations studied, this was the only one in which the schools' evaluation questions focused exclusively on student benefits. According to opinions reported in surveys and comments, the program was beneficial to students. The only negative feedback was in the area of the time and commitment required.

Schools were unanimous in their recommendations to continue the program. Suggested modifications included curricular improvements (2 schools), more school-wide consistency in session content (1 school), expansion to a school-wide program (1 school), and coordination by guidance personnel, rather than teachers (1 school).

State grant money was available to both middle and senior high schools to train teachers in advisement. In addition, mandated twenty minute homeroom periods in middle schools for the specific purpose of providing advisement by teachers in middle schools county-wide did much to encourage implementation. At senior highs, the program was more voluntary, as schools were less likely to implement daily advisement programs with homeroom periods optionally appended to the academic schedule. In this district-wide context, two teachers as advisors programs (one at a middle school and one at a senior high school) stand out as exceptional among SBM/SDM schools as well as across the county.

The success of Norland Middle School's advisement program can be attributed to the commitment of administration and teachers to the middle school model. Teachers were carrying out advisement on a weekly basis in 1986-87, the year prior to SBM/SDM start-up. Daily advisement began in 1987-88 and has continued. Advisement is well-integrated into the other aspects of the middle school model, and as new staff are hired, their commitment to the middle school model is a strong consideration. SBM/SDM has probably also been part of the school's overall successful transition to middle school status, including advisement by teachers.

The success of the advisement program at Miami Sunset Senior High School is due in large part to SBM/SDM. As part of their proposal, the daily advisement period was implemented in 1987-88, prior to the availability of state funding. The school obtained a waiver from the state to shorten academic periods to allow for this 35 minute advisement/instruction time, which included affective and public service instruction, as well as individual advisement. Video presentations were developed and aired in order to provide content to stimulate discussion. Despite initial start-up problems due to shortage of materials and training and some continuing faculty perceptions that it is not operating as intended, the program will be continued in 1990-91, albeit in a reduced (16-minute) format.

EVALUATION QUESTION SEVEN

Did implementation of the innovations provide evidence that schools were more flexible under SBM/SDM?

Since one purpose of SBM/SDM was to allow schools more flexibility, SBM/SDM proposals included innovations. The five studied in this evaluation were, for the most part, implemented. But schools implement change without being given increased flexibility. For example, junior highs are converting to middle school status in accord with district policy, and many schools are adopting creative solutions to overcrowding. To what extent, then, did the five innovations provide evidence of SBM/SDM's increased flexibility?

Magnitude of change is one measure of flexibility among SBM/SDM schools. Were the innovations first-order or second-order? First-order changes involve doing what has always been done more often or better. In contrast, second-order changes involve new problem definitions and structural responses that change the very nature of schooling. Thus, second-order changes provide evidence of greater flexibility.

Among the five innovations, the best illustration of the difference between first-order and second-order change is Block Scheduling. Most of the Block Scheduling programs were first-order adjustments of available time that allowed teachers to accomplish more of what they were already doing. However, at three schools, second-order curricular changes dictated the schedule changes. Teachers at one school, for example, felt they could present content areas better by concentrating on one subject, rather than covering them all. They also felt that students would have more hands-on experiences, etc., if content were taught in larger blocks of time. Their solution was to each specialize in one subject and to rotate students through one content area each six weeks. This departmentalization and blocking reflected curricular changes accompanied by new materials and methods. Similar changes took place in two other schools in Spanish language instruction and language arts; new curricular approaches mandated new schedule structure.

First-order changes dominated Different Roles for Teachers and Peer Evaluation. These innovations primarily involved teachers taking on administrative roles. Although the added support caused schools to run more smoothly, no fundamental change occurred in the administrative system. Two Peer Evaluation programs based on teacher, rather than administrator, initiative were second-order, but they weren't as fully implemented as the administratively organized ones.

School-Within-a-School in middle schools and Teachers as Advisors programs, which were encouraged district-wide, were second-order changes. Most schools implemented them according to the district model, but there were exceptions, in terms of both more and less change. One middle school took the School-Within-a-School concept beyond the typical interpretation, establishing grade level houses, complete with their own administrator, counselor, and clerical staff. In contrast, two middle schools took first-order approaches to Teachers as Advisors programs. Since not all teachers participated, their programs amounted to slight increases in traditional affective experiences in schools, extra support for at-risk students from some teachers and discussions of affective topics in social studies classes. In these schools, SBM/SDM flexibility allowed resistance to that second-order change which was encouraged by the district.

In conclusion, first-order change was the norm under the increased flexibility allowed by SBM/SDM. Nevertheless, a third of the innovations, including those encouraged district-wide, were second-order. Almost all first- and second-order innovations that did occur have continued. Furthermore, it is likely that SBM/SDM added impetus to district-mandated second-order changes like School-Within-a-School in middle schools.

EVALUATION QUESTION EIGHT
How involved were principals, teachers, and others in decision-making regarding the selected innovations?

A second major purpose of SBM/SDM was to allow greater decision-making power to principals, teachers, parents, students, community, and business. Since distribution of decision-making power was left to individual schools, the involvement of various parties in the five innovations illustrates how this power was distributed.

Different Roles for Teachers and Peer Evaluation, provided the most opportunity for principals and teachers to have control over decisions regarding their schools. Typically, shared decision-making cadres, including administrators and teachers, defined the roles, and either cadres, personnel committees, or ad hoc groups selected and evaluated persons filling the roles. Principals alone, however, supervised incumbents. Principals also appointed Peer Evaluation and collegial hiring participants based on teacher interest and ability. At one school, parents served on interview committees.

Participation in decision-making under Different Roles for Teachers resulted in greater administrative support for schools. Principals and teachers worked together to create new opportunities for participation in management functions and select participants. For example, Assistant Principal positions were replaced or supplemented by roles that did not require administrative certification. Some teachers gained a larger view of the school as a result of participation in administrative tasks. However, other teachers gained little involvement through the creation of these special roles at their schools.

Though teachers had input into decisions regarding this innovation, even roles originating from instructional perspectives, such as lead teachers, became devoted to the administrative aspects of the job. Therefore, the roles tended to help administrators serve teachers and students better but not reflect new non-administrative duties. One exception was the Peer Evaluation model that involved voluntary participation of teachers. With its goal of school-wide training in TADS and informal observation and feedback from other teachers, it exemplified mutual instructional support. Unfortunately, the existing training opportunities and the personal satisfaction derived from observing colleagues voluntarily were not sufficient to encourage widespread participation.

Other innovations provided opportunities for school-level control over decisions. In contrast to role innovations, most teachers participated in planning and all were affected by Block Scheduling changes. Recommendations urged including any special area and primary teachers left out of original scheduling decisions in all future planning.

School-Within-a-School and Teachers as Advisors innovations in *middle* schools were guided primarily by administrative decisions, from both district administrators and building principals. Other staff contributed to structure and content and provided support in the form of training and materials development. In contrast, faculty initiated and controlled School-Within-a-School innovations at *high schools*. These innovations resembled elementary school Block Scheduling in teacher participation, although they affected only part of the school population. However, teachers redesigned one of these programs after one year so that it was no longer a school-within-a-school, and the other one became a less distinct unit during the second year.

This analysis of decision-making regarding innovations suggests that school-level decision-making increased under SBM/SDM. Although teachers had systematic input into decisions, administrative structure usually increased. Other members of the school community, such as parents, occasionally participated in decisions regarding innovations.

EVALUATION QUESTION NINE

What impact did relevant innovations have on Rapport Among Teachers?

Rapport Among Teachers
Purdue Teacher Opinionaire Factor Three* (1990)

School Type	Elementary	Secondary
DCPS (not PIE/SBM/SDM)	3.15	3.07
SBM/SDM	3.27	3.02
Peer Evaluation	3.33	3.14

---

*Factor Three is a measure of teachers' relationships with other teachers. Items solicit teachers' opinions regarding the cooperation, preparation, ethics, influence, interests, and competency of their peers. Scores may range from a low of 1 to a high of 4.

Trends

- Staff in all types of schools exhibited reasonably high (between 3.00 and 3.50) rapport. For elementary schools, being an SBM/SDM school apparently caused Rapport Among Teachers to be greater than that at other DCPS schools, although this difference was not statistically significant.
- The three elementary (3.33) and four secondary (3.14) Peer Evaluation schools were somewhat higher than SBM/SDM schools as a whole (3.27 and 3.02) on Purdue Teacher Opinionaire Factor 3 which measures Rapport Among Teachers.

EVALUATION QUESTION TEN

What impact did relevant innovations have on Satisfaction With Teaching?

Satisfaction With Teaching
Purdue Teacher Opinionaire Factor Two* (1990)

School Type	Elementary	Secondary
DCPS (not PIE/SBM/SDM)	3.74	3.58
SBM/SDM	3.73	3.63
Different Teacher Roles	3.73	3.62
Teachers as Advisors		3.59

---

*Factor Two is a measure of teacher relationships with students and feelings of satisfaction with teaching. According to this factor, the high morale teacher loves to teach, feels competent in his or her job, enjoys students, and believes in the future of teaching as an occupation. Scores may range from a low of 1 to a high of 4.

Trends

- Satisfaction With Teaching is high (over 3.50) for all categories of teachers. Elementary school teachers in all categories express more Satisfaction With Teaching than secondary teachers.
- Neither schools participating in Different Teacher Roles nor schools participating in Teachers as Advisors innovations reported greater Satisfaction With Teaching than SBM/SDM or DCPS schools as a whole.

EVALUATION QUESTION ELEVEN

What impact did relevant innovations have on Staff Professional Development?

Professional Staff With Graduate Degrees and/or PIP*

	Elementary n (%)				Secondary n (%)			
School Type	86-87	87-88	88-89	89-90	86-87	87-88	88-89	89-90
DCPS	4700 (58.5)	4911 (58.9)	5064 (58.5)	5325 (58.6)	3985 (61.7)	4203 (61.2)	4267 (61.0)	4399 (59.8)
SBM/SDM	473 (56.6)	531 (58.5)	553 (57.9)	585 (58.3)	822 (60.4)	894 (61.4)	881 (61.6)	881 (60.0)
Different Teacher Roles	118 (60.5)	136 (61.5)	140 (61.4)	145 (57.8)	271 (58.0)	316 (61.1)	310 (61.4)	311 (58.3)

---

*Under PIP, or the Professional Incentive Program, teachers receive pay for a specified number of in-field college credits and/or Teacher Education Center Master Plan points.

Trends

- The proportion of professional staff with graduate degrees or PIP was higher in secondary schools than in elementary schools for both DCPS and SBM/SDM schools each year. Although the number of DCPS teachers with graduate degrees or PIP increased each year, the proportion of teachers with these credentials remained about the same for elementary teachers and decreased for secondary teachers.
- Elementary schools with Different Roles for Teachers began School-Based Management with a higher proportion of professional staff possessing graduate degrees or PIP (60.5%) than either SBM/SDM (56.6%) or DCPS (58.5%) elementary schools. Although the number of staff with graduate degrees or PIP rose at these schools each year, they were a smaller proportion of the staff in the last year of Pilot 1 (57.8%).
- Secondary schools with Different Roles for Teachers began School-Based Management with a smaller proportion of professional staff possessing graduate degrees or PIP (58.0%) than either SBM/SDM (60.4%) or DCPS (61.7%) secondary schools. The number of staff with graduate degrees or PIP at these schools rose during the first year of Pilot 1 and then leveled off, returning to slightly above their original proportion (58.3%).

EVALUATION QUESTION TWELVE

What impact did relevant innovations have on Staff Curriculum Issues?

Staff Curriculum Issues
Purdue Teacher Opinionaire Factor Six* (1990)

School Type	Elementary	Secondary
DCPS (not PIE/SBM/SDM)	3.30	3.02
SBM/SDM	3.30	3.00
Block Scheduling	3.45	
School-Within-a-School		2.98

---

*Factor Six measures teacher reactions to the adequacy of the school program in meeting student needs, in providing for individual differences, and in preparing students for effective citizenship. Scores may range from a low of 1 to a high of 4.

Trends

- Staff in all types of schools appear moderately satisfied with Curriculum Issues, with almost all categories reporting levels between 3.00 and 3.50. Elementary staffs rate their satisfaction higher than secondary staffs in all categories.
- Elementary school staff with Block Scheduling innovations are more positive regarding Curriculum Issues (3.45) than SBM/SDM staff in general (3.30), although this difference is not statistically significant.
- Secondary school staff with School-Within-a-School innovations (2.98) differed very little in their rating of Curriculum Issues from SBM/SDM staff in general (3.00) and DCPS secondary staff that did not participate in Pilot 1 (3.02).

EVALUATION QUESTION THIRTEEN
What impact did relevant innovations have on Student Achievement?

State Student Assessment Test (SSAT)*
(Average Percent Mastery)

School Type	Grade 3		Grade 5		Grade 8		Grade 10	
	'87	'89	'87	'89	'87	'89	'87	'89
	Reading Subtest							
DCPS	94	90	86	83	85	82	85	89
SBM/SDM	95	89	88	84	86	85	91	88
Peer Evaluation	98	97	94	91	84	84	(1 schl)	
Block Scheduling	97	94	91	88				
School-Within-a-School					85	82	89	88
	Mathematics Subtest							
DCPS	92	90	87	85	83	80	86	88
SBM/SDM	93	89	88	85	84	81	89	86
Peer Evaluation	96	95	92	90	83	81	(1 schl)	
Block Scheduling	94	93	90	88				
School-Within-a-School					86	81	88	87

---

*Since these SSATs were discontinued for all grades except 10 in 1990, scores from 1987 are compared to scores from 1989, after two years of SBM/SDM implementation.

Trends

- Average percent mastery on the SSAT fell for both SBM/SDM schools and district-wide (except for grade 10) over the period from 1987 to 1989.
- Average percent mastery decline at elementary and middle schools with peer evaluation innovations (from 0 to -3 percentage points) was less than or equal to the decline for either SBM/SDM (from -1 to -6 percentage points) or DCPS as a whole (from -2 to -4 percentage points) for the same grade levels.
- The drop in mastery at schools having Block Scheduling innovations (from -1 to -3 percentage points) was also less than or equal to that of SBM/SDM or DCPS students as a whole.
- School-Within-a-School innovations at senior high schools were designed for at-risk students. At these schools, the decline in mastery (-1 percentage point) was less than that for SBM/SDM senior high schools as a whole (-3 percentage points).

EVALUATION QUESTION THIRTEEN (CONT'D)
What impact did relevant innovations have on Student Achievement?

Stanford Achievement Test
(Average Rank According to School Residual Score*)

	Elementary		Middle		Senior High	
School Type	86-87	89-90	86-87	89-90	86-87	89-90
SBM/SDM	96	92	22	21	11	12
Peer Evaluation	60	32	22	20		
Block Scheduling	75	74				
Schl-w/in-a-Schl			19	29		
# of DCPS Schools	177	182	47	48	24	26

*Schools are ranked based on the gains of their students on Reading Comprehension and Mathematics Computation subtests adjusted for relevant child and school characteristics, such as free or reduced price lunch and proportion of new teachers.

Trends

- The average rank on Stanford residual scores of SBM/SDM schools at all levels was about in the middle of all DCPS schools before the beginning of Pilot 1 and after three years. Because the average rank for *all* schools was the middle rank, students in SBM/SDM schools performed no differently than similar students in other DCPS schools.
- Clusters of elementary schools that implemented Peer Evaluation and Block Scheduling ranked higher than SBM/SDM schools as a whole at the outset of school-based management. The average rank of Peer Evaluation schools improved over the three years of Pilot 1, reflecting improvement at two schools and stability at the third.
- Clusters of middle schools that implemented Peer Evaluation and School-Within-a-School ranked slightly above the middle of all DCPS middle schools at the outset of school-based management. While some of these schools did improve there was no overall improvement relative to the rest of the schools in the district.
- Senior high schools remained the same over the three years of Pilot 1. However, Stanford residual score rankings discriminate less well among senior high schools than among schools at the other levels. This is due to the small number of senior highs, insufficient accuracy of free and reduced price lunch data for senior highs, and small relevance of test topics to senior high curriculum. Therefore, average ranks for senior high schools involved in specific innovations are not reported.

EVALUATION QUESTION FOURTEEN

What impact did relevant innovations have on Student Attendance?

Attendance (% of Student Days)

	Elementary		Middle		Senior High	
School Type	86-87	89-90	86-87	89-90	86-87	89-90
DCPS	94.2	94.5	92.1	93.2	90.8	91.3
SBM/SDM	94.2	94.6	92.5	93.6	91.7	92.2
Schl-Within-a-Schl			93.0	93.0	91.5	92.4

Trends

- Student attendance in DCPS schools at all levels rose slightly from 1986-87 to 1989-90. Changes were greatest in middle schools where attendance improved by over one percentage point.

- Middle schools with School-Within-a-School programs started with a better attendance rate (93.0%) than either DCPS middle schools as a whole or SBM/SDM schools. During 1989-90, they maintained the same rate that they had three years earlier and, therefore, were slightly below both the DCPS and SBM/SDM rates.

- Senior high schools with School-Within-a-School programs had a higher attendance percentage (91.5%) than DCPS senior highs as a whole in 1986-87. By 1989-90, their percentage was 92.4% reflecting an improvement greater than that of DCPS senior highs as a whole and, therefore, well above the district rate of 91.3%.

EVALUATION QUESTION FIFTEEN
What impact did relevant innovations have on Student Discipline?

	Suspensions (% of Student Body)					
	Elementary		Middle		Senior High	
School Type	86-87	89-90	86-87	89-90	86-87	89-90
	Indoor					
DCPS	1.2	1.4	17.0	18.5	15.6	18.0
SBM/SDM	1.1	1.8	19.4	20.5*	12.5	12.4
Discipline Roles	(only one school)		21.5	20.7*		
Schl-Within-a-Schl			19.1	20.3	11.9	13.1
Tchrs as Advisors			20.9	22.6*	(only one school)	
	Outdoor					
DCPS	1.9	1.5	13.2	11.5	8.2	8.1
SBM/SDM	2.5	1.4	14.5	10.6	5.9	4.9
Discipline Roles	(only one school)		16.6	12.2		
Schl-Within-a-Schl			10.9	13.8	6.6	6.4
Tchrs as Advisors			17.2	11.3	(only one school)	

---

*One school was deleted from these calculations because indoor suspensions were canceled for financial reasons, rather than for lack of need.

Trends

- Elementary schools in all categories had a negligible proportion of students suspended and only one school implemented an innovation out of the five being evaluated here that aimed specifically to improve discipline.

- Middle schools had the highest proportion of students suspended in all categories and also the largest number of innovative efforts geared to improve discipline.

- At middle schools with teachers taking on discipline roles and middle schools with Teachers as Advisors programs, proportions of students with indoor suspensions remained higher than the district level (20.7% and 22.6%, respectively). The proportion of students with outdoor suspensions at these schools, however, decreased more than the DCPS rate (to 12.2% and 11.3%).

- At middle schools with School-Within-a-School innovations, percent of students with indoor suspensions increased over the three years at a rate similar to DCPS middle schools as a whole. However, the proportion of students with outdoor suspensions also rose at these schools (to 13.8%) in contrast to DCPS middle schools where proportion of students with outdoor suspensions fell (to 11.5%).

- At senior high schools with School-Within-a-School, the change in proportions of students with both indoor and outdoor suspensions mirrored DCPS trends with indoor proportions rising slightly and outdoor proportions remaining about the same.

EVALUATION QUESTION SIXTEEN

What impact did the Berlitz Pilot Program have on students' achievement in Spanish as a Second Language?

Description of the Program: One elementary school implemented a three-year Spanish pilot program (1987-1990), whereby a private business firm, Berlitz Language Centers, was contracted for the teaching of conversational Spanish. Specifically, the SBM/SDM team wanted to 1) improve the delivery of Spanish as a Second Language (Spanish SL), i.e., by offering it to all students, rather than on an "opt-in" basis, 2) increase students' conversational skills in Spanish and 3) improve students' attitude toward learning the language. Through the program, Berlitz Language Centers provided Spanish SL instruction to students in kindergarten through fifth grade. A small number of students were instructed in Spanish for Spanish Speakers (Spanish S). Teacher salaries were funded through the conversion of regularly allocated district staff units of SL and S teachers. The contractor provided the teachers, teacher training and supervision, materials and student workbooks.

The curriculum used in the pilot program is called the "Berlitz Junior Program." It is modeled after the adult program, with content applicable to elementary age children, and emphasizes concepts such as "the art of speaking correctly" and "Spanish is fun" (Irene Bremer, local Berlitz director, 1988). According to the director, the program does not teach grammar per se, but utilizes a "building blocks" approach, i.e., "naming" and "sentence building." Conversational skills are emphasized, some reading and writing skills are taught. Berlitz pilot teachers are native Spanish speakers, with college degrees. They are observed weekly by the Berlitz director, who supervises the program.

Description of the Evaluation: The evaluation focused on the Spanish SL achievement of students after two and three years of participation in the pilot program. As Berlitz is mainly an aural/oral program, the assessment of students' language concentrated on listening/speaking performance, although it is recognized that both Berlitz and the district FL/SL programs teach reading and writing skills.

The performance of pilot students in selected grades were contrasted to that of a comparison group of students in another school, who were learning Spanish through the district SL program. The schools were matched on geographic area, race and ethnicity of students, reading and mathematics median percentiles on the Stanford Achievement Test, and percent of students receiving free and/or reduced-price lunch.

The sample students consisted of third and fifth grade students who had participated in either the pilot or regular SL program for two years. The students were administered standardized language tests in Spanish in May 1989.

Additionally, fifth grade students were given a survey which examined their views toward learning Spanish. Finally, the cost of the pilot program, and the perceptions of pilot and comparison school teachers and parents toward the respective programs were also examined. The teacher sample consisted of all teachers in both schools; the parent sample consisted of parents of the students selected for testing.

In May 1990, a follow-up evaluation was conducted of students in selected grades who had been in the pilot or regular program for three years. At the two schools, the same groups were tested as fourth graders with the oral language test. Additionally, a new grade three was tested, and a new grade five was administered the language survey. Parents' and teachers' views toward the respective programs were again obtained, as were the principals' views.

Results: Results pertaining to student outcomes and parent and teacher surveys follow; additional details on the study are available in the OEA office.

Results of the student measures (Table 1) indicate no differences in listening-reading comprehension skills between pilot and comparison students, in either third or fifth grades, in 1988-89. A significant difference was found favoring fifth grade pilot students on the attitude survey. Results on oral measures suggested a trend of higher performance in oral proficiency/fluency for comparison students in third and fifth grades, in 1988-89. However, follow-up tests in 1989-90 revealed no significant differences on oral measures between pilot and comparison students tested as fourth graders. Similarly, no differences were found between the new groups tested in 1989-90, on language tests (third grade) or the attitude measure (fifth grade).

Survey results showed that parents and teachers had generally positive views toward the respective programs, Berlitz or regular SL, in their schools (Table 2). However, pilot parents and teachers appeared to have slightly more positive perceptions in areas such as student progress and enthusiasm. It is important to note that both pilot and comparison parents were consistently high in rating the importance of being able to speak Spanish in Miami. Therefore, it appears that the innovative delivery techniques implemented in the pilot school, i.e., providing SL to all students, seems to be supported by parents.

Based on the results of language tests and surveys across two years, no consistent differences were found between pilot (Berlitz) and comparison (district SL) students in conversational Spanish ability, or in attitude toward learning Spanish. In 1988-89, significantly better Spanish oral proficiency was found for comparison students, while a significantly more positive attitude toward Spanish was found for pilot students. However, these trends were not observed in the 1989-90 follow-up evaluation. The Berlitz pilot did not seem to affect students' Spanish oral proficiency, or their attitude toward learning Spanish. However, since the pilot only operated in one school, findings should be interpreted cautiously.

Table 1. Summary of Results on Spanish Language Tests and Student Attitude Survey, Pilot and Comparison Groups, 1988-89 and 1989-90

Type of Impact	Measures	Outcomes				
		1988-89		1989-90		
		3rd	5th	3rd	4th[b]	5th[c]
Spanish Achievement:						
Listening/Understanding/ "Reading Comprehension"	FLES Test	n.s.[a]	n.s	n/a[d]	n,	n/a
Oral Proficiency	IPT	sig.* (compar. grp.)	sig.* (compar. grp.)	n.s.	n.s.	n/a
Oral Fluency	MLA-Mim	n/a	sig.* (compar. grp.)	n/a	n/a	n/a
	MLA-Pix	n/a	n.s.	n/a	n/a	n/a
	IPT-Mim	n/a	n/a	n.s.	n.s.	n/a
Student Attitude	Survey	n/a	sig.* (pilot grp.)	n/a	n/a	n.s.

NOTES:
a) n.s. = not significant
b) tested in 3rd Grade in 1988-89
c) new group
d) only selected tests were administered in selected grades in follow-up tests

Table 2. Summary of Parents' and Teachers' Perceptions of Pilot and Comparison SL Programs, 1988-89 and 1989-90

Type of Impact	Measures	Year	Outcomes	
			Pilot	Comparison
Importance of Spanish	parent survey	1989	highly pos.	highly pos.
		1990	highly pos.	highly pos.
Child's progress and enthusiasm	parent survey	1989	moderate to highly pos.	negative to mod. pos.
		1990	negative to mod. pos.	negative to mod. pos.
Satisfaction with program	parent survey	1989	negative to mod. pos.	moderately positive
		1990	moderately positive	negative to mod. pos.
Importance of Spanish	teacher survey	1989	highly positive	moderately positive
		1990	moderately positive	highly positive
Students' interest and enthusiasm	teacher survey	1989	highly positive	moderately positive
		1990	moderately positive	moderate to highly pos.
Students' confidence in speaking Spanish	teacher survey	1989	highly positive	moderately positive
		1990	moderately positive	highly positive

CONCLUSIONS AND RECOMMENDATIONS
What conclusions and recommendations can be drawn from this evaluation of selected innovations implemented under SBM/SDM?

CONCLUSIONS

The following conclusions can be drawn from this evaluation of selected innovations:

Conclusion One. Given flexibility, school staff implement a variety of moderate changes that suit their interests and their perception of the needs of their school population.

Conclusion Two. Given decision-making power, school staff tend to focus on participation in management functions more than curriculum development or instructional support.

Conclusion Three. Different innovations seem to have different effects on school climate and teacher professional development, as well as student achievement.

Conclusion Four. Peer evaluation, which involves a few teachers working with the rest of the staff, seems to be associated with improved rapport among teachers and better student achievement (elementary schools). This innovation only seems to become truly implemented, however, if responsibilities are formally (i.e., administratively) assigned.

Conclusion Five. Block scheduling and school-within-a-school at senior highs, innovations that involve group problem-solving, seem to be associated with improved opinions regarding curriculum issues (elementary schools) and somewhat better student achievement.

Conclusion Six. Since other DCPS schools are implementing similar innovations, the unique impact of innovations at Pilot 1 schools can only be roughly estimated. Distinguishing SBM/SDM schools from others is particularly difficult for middle schools where school-within-a-school and teachers as advisors innovations are being implemented according to a district-wide schedule. No difference has been found on factors used to evaluate the impact of these innovations between SBM/SDM and other middle schools.

Conclusion Seven. The Berlitz Pilot Program, a Spanish language instruction innovation, did not seem to affect students' Spanish SL oral proficiency or their attitude toward learning Spanish more than the district SL program. Pilot parents and teachers perceived their program slightly more favorably than parents and teachers at the comparison school. Parents at both schools gave high importance to the ability to speak Spanish in Miami.

RECOMMENDATIONS

Recommendation One. Future evaluation of school-within-a-school in middle schools and teachers as advisors programs should consider schools that made radical changes separately from those that took a more conservative or gradual approach. Four out of the nine SBM/SDM schools proposing these programs, which seem to involve radical changes, implemented them conservatively.

Recommendation Two. The district should provide a pool of promising SBM/SDM innovations, for which the district is capable of providing sufficient training and other support, from which schools can select those that they wish to implement. School staff seem to respond to the flexibility that choice of innovations allows them. However, innovations such as peer evaluation and block scheduling appear more effective than others. Also, innovations such as peer evaluation and teachers as advisors require more district support in the form of training and materials development.

WORKS CONSULTED

AASA/NAESP/NASSP School-Based Management Task Force. (1988). *School-based management: A strategy for better learning*. Washington, DC: Authors.

Chicago Urban League and School of Education and Social Policy Northwestern University. (1988, September 1). *Educational reform: Promises and pitfalls*, Proceedings of a conference on urban education, April 8-9, 1988. Chicago: Author.

Collins, R. A. (1988, October). *Interim evaluation report: School-based management/ Shared decision making project, 1987-88, project-wide findings*. Miami: Dade County Public Schools, Office of Educational Accountability.

Collins, R. A. (1988, December). *Interim evaluation report: School-based management/ Shared decision-making project, 1987-88, individual pilot school administrative reviews*. Miami: Dade County Public Schools, Office of Educational Accountability.

Collins, R. A. (1990, February). *Interim evaluation report: School-based management/ Shared decision-making project, 1988-89, project-wide findings*. Miami: Dade County Public Schools, Office of Educational Accountability.

Collins, R. A. & Hanson, M. K. (1990, July). *Interim evaluation report: School-based management/ Shared decision-making project, 1988-89, individual pilot school administrative reviews*. Miami: Dade County Public Schools, Office of Educational Accountability.

Cuban, L. (1988). *The managerial imperative and the practice of leadership in schools*. Albany, NY: State University of New York Press.

David, J. L. (1989, May). Synthesis of research on school-based management. *Educational Leadership*, *46*, 45-53.

Elmore, R. F. (1988). *Early experience in restructuring schools: Voices from the field*. Washington, D.C.: National Governors' Association.

Finn, C. E., Jr. (1984, April). Toward strategic independence: Nine commandments for enhancing school effectiveness. *Phi Delta Kappan*, 518-524.

Gideonse, H. (1981, February). *School site budgeting: Abstracting the literature*. A project for the Education Panel of the Cincinnatus Association. (ED202151) 23 pages.

Henderson, A. (1988, May). School-based management: Two models in Florida. *Community Education Today*.

Lortie, D. C. (1986, April). Teacher status in Dade County: A case of structural strain? *Phi Delta Kappan*, 568-575.

McGill, M. V. (1989, Summer). Statement on the Commissioner's Task Force Report: A blueprint for learning and teaching. *Teachers College Record*, *90*(4), 595-606.

Rist, M. C. (1989, August). Here's what empowerment will mean for your schools. *The Executive Educator*, *11*(8), 16-19, 29.

Stephenson, R. S. (n.d.). Data, measurement, statistical, and outcome considerations. In *Methods for determining merit schools.* Tallahassee, Florida: Department of Education.

Stover, D. (1989, October). Edward Ortiz. *The Executive Educator, 11*(10), 19-20.

Tentative agreement between the Boston School Committee and the Boston Teachers Union. (1989). Boston: Authors.

Wissler, D. F. & Ortiz, F. I. (1988). *The superintendent's leadership in school reform.* New York: The Falmer Press.

The School Board of Dade County, Florida adheres to a policy of nondiscrimination in educational programs/activities and employment and strives affirmatively to provide equal opportunity for all as required by:

Title VI of the Civil Rights Act of 1964 - prohibits discrimination on the basis of race, color, religion, or national origin.

Title VII of the Civil Rights Act of 1964, as amended - prohibits discrimination in employment on the basis of race, color, religion, sex, or national origin.

Title IX of the Education Amendments of 1972 - prohibits discrimination on the basis of sex.

Age Discrimination Act of 1967, as amended - prohibits discrimination on the basis of age with respect to individuals who are at least 40.

Section 504 of the Rehabilitation Act of 1973 - prohibits discrimination against the handicapped.

Florida Educational Equity Act - prohibits discrimination on the basis of race, sex, national origin, marital status or handicap against a student or employee.

Veterans are provided re-employment rights in accordance with P.L. 93-508 *(Federal)* and Section 295.07, Florida Statutes, which also stipulates categorical preferences for employment.

BEST COPY AVAILABLE